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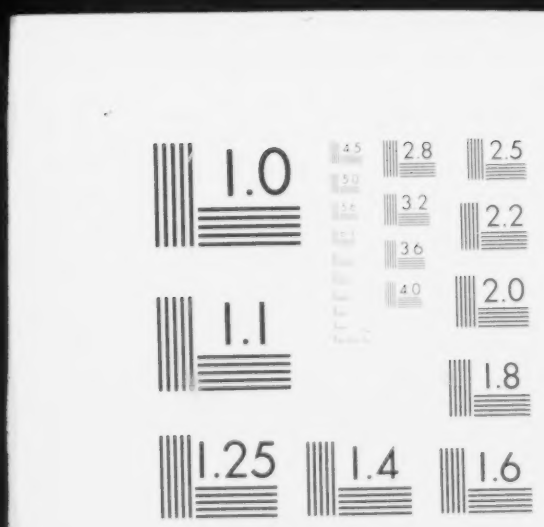

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ABSTRACT

Testimony was presented at these hearings by the following witnesses: Hubert Humphrey, U.S. Senator from the State of Minnesota; Dr. John N. Perryman, executive director, American School Food Service Association; B.P. Taylor, superintendent of Schools, San Diego Independent School District, San Diego, Texas; Dr. Jean Mayer, special consultant to the President, White House Conference on Food, Nutrition, and Health; Walter Mondale, U.S. Senator from the State of Minnesota; Dean Rhoads, president, Lincoln Manufacturing Co., and panel member, Large Scale Meal Delivery System, White House Conference on Food, Nutrition and Health; and, Harvey T. Stephens, executive vice president, A.R.A. Services, Inc. and chairman, Large Scale Meal Delivery System. Appended materials include: "The New York Times, Sept. 30, 1971: Humphrey bill would widen school lunch project"; "U.S. Senate Select Committee on Nutrition and Human Needs news release of Oct. 15, 1971: fifty-nine senators write President urging withdrawal of school lunch regulations that would deprive one and one-half million children of lunches"; and, from "Family Health," Sept. 1971: "Why school lunch fails" by Dr. Bruno Bettleheim. (JM)

NUTRITION AND HUMAN NEEDS—1971

ED 059326

HEARINGS

BEFORE THE

SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

NUTRITION AND HUMAN NEEDS

PART 9—UNIVERSAL SCHOOL LUNCH PROGRAM

WASHINGTON, D.C., OCTOBER 13, 14, 1971

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UNIVERSAL SCHOOL LUNCH PROGRAM

WEDNESDAY, OCTOBER 13, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Washington, D.C.

The Select Committee met at 9:40 a.m., pursuant to call, in room 1318, of the New Senate Office Building, the Honorable George McGovern, chairman of the committee, presiding.

Present: Senators McGovern and Bellmon.

Staff members present: Kenneth Schlossberg, staff director; Gerald S. J. Cassidy, general counsel; Judah Sommer, minority counsel; and Elizabeth P. Hottell, professional staff.

Senator MCGOVERN. The committee will come to order.

OPENING STATEMENT OF SENATOR McGOVERN, CHAIRMAN

This morning we are beginning a series of hearings designed to investigate the need for a Universal School Lunch Program. This committee, in the past 2½ years, has been active in the effort to eliminate childhood hunger in America, and has been responsible for much of the motivation to expand the child nutrition program to every needy child. The results of that effort have been mixed.

The passage of Public Law 91–248 in May of 1970, provided great optimism for those of us who took to heart the mandate in that legislation which declared that every needy child shall be fed a free or reduced-price lunch. Later we confronted the harsh reality that on this issue the saying and the doing frequently seemed to be so very far apart.

Progress has been made. In 2 years we have doubled the number of children receiving free or reduced-price lunches. But today, 17 months after that mandate was signed into law by the President, at least 3 to 4 million children who are poor still go without a lunch. We still expect them to learn while they are hungry; we still expect them to become healthy, educated, productive citizens although we fail to feed them in a nation which can afford trips to the moon.

When I originally called these hearings, I had in mind an idea whose time, I thought, had not yet come. I do not hesitate to say that in the past I have had reservations about whether or not we could afford to feed every child a free lunch regardless of his family's income. Yet, the call for a Universal School Lunch Program was one of the major recommendations of President Nixon's own White House Conference on Food, Nutrition and Health. USDA, it seems to me, is implementing

this recommendation in reverse. The last 2 months of fighting with the Department of Agriculture on the issue of feeding hungry children has convinced me that a new approach is necessary.

USDA Ignores Congressional Intent

In a vain effort to save money, the Department first proposed to reduce the reimbursement rate which the States could pay for a free or reduced-price lunch from a possible 60¢ to a mandatory State-wide average of 35¢. When that effort was overwhelmingly defeated in the Senate and the Department realized that it would have to spend more money than it would like to feed the hungry, it then decided that it would attempt to ignore the clearly expressed congressional intent of Public Law 91–248 by declaring that the national eligibility level set by Congress would henceforth be a maximum standard rather than a minimum.

Last year, 44 States set levels of eligibility higher than the national minimum of $3,720 for a family of four. USDA honored those levels and reimbursed accordingly. Who could deny that a child from a family of four whose income is $4,500 a year in New York City is poor? Apparently USDA can. This is the absurd length they have gone to under the ruse of fiscal responsibility.

Every one of those 44 States intended to again exceed the minimum national eligibility level for this year. Now the Department says that they cannot do so. The staff of the Select Committee estimates that this action will remove from the program at least 1.5 million children who would otherwise be entitled to a free or reduced-price lunch. In New York City alone, city officials estimate there will be a loss in funding of $40 million and 350,000 children will not be receiving a free or reduced-price lunch. This battle will continue but when it is over, I think we shall have to take a long hard look at the approach we have been taking in the past several years.

These recent actions by USDA have convinced me that we have failed to impress the people who run this program that a decent lunch—adequate nutrition for all schoolchildren—is an integral part of, and an essential prerequisite to the educational process. The mentality which produces penny-pinching at the expense of our children's health is one which views this program as a welfare burden rather than an educational necessity.

Lunch for Every Child

I am further convinced that the place to begin this reevaluation of our efforts is the proposal before us today which calls for a lunch for every child in America without regard to family income. It is clear that all children need an adequate diet. It may also be true, and this is one of the reasons for holding these hearings, that adequate income does not necessarily guarantee that the child has such an adequate diet. Above all else, it should be clear that if this Nation had a Universal School Lunch Program all needy children would be fed and we could at last end the absurdity of trying to discover who are the hungriest of the poor.

Our first witness today is Senator Hubert Humphrey of Minnesota. Senator Humphrey has introduced legislation to establish a Universal School Lunch Program that would make available free lunches to every schoolchild in this country. Personally, I want to congratulate Senator Humphrey for his foresight on this matter, and I look forward to hearing his testimony. I think his proposal is the place where this committee or any other body in the Congress that is interested in eliminating hunger among children ought to begin, so we're most happy to welcome you to the committee, Senator Humphrey, and look forward to your statement.

STATEMENT OF THE HONORABLE HUBERT H. HUMPHREY, U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator HUMPHREY. Well, thank you very much, Senator McGovern, our distinguished chairman of the Select Committee on Nutrition and Human Needs.

Let me open my comments today by personally congratulating you on your leadership in this field of nutrition, of providing food for hungry people, and for the educational effort which has been made by this Select Committee under your direction, and in encouraging a better use of our food resources. The effort that has been made in the Food Stamp Program by you, Mr. Chairman, and others associated with you, has truly been a commendable and historic effort and we are all indebted to you for it.

I want to make note of a couple of items that have appeared today in the morning press. This week is National School Lunch Week and today has been chosen by the American School Service Association for serving of a "universal menu." The public schools in the Washington area, according to our Washington press—except in Montgomery County—all plan to serve the same thing today: pizza, green beans, tossed salad, applesauce, a brownie, and milk. That's not a bad lunch. It seems to me that adds up pretty well, particularly if you like pizza. And, the theme of the week is "Beautify America. Feed Children."

I guess that what we're really emphasizing here is that in healthy children there is a kind of beauty that goes far beyond what we call just a peripheral charm or beauty.

The House subcommittee, chaired by Congressman Pucinski, yesterday unanimously approved a resolution similar to Senate Joint Resolution 157, which would accomplish the same objection as provided in Senate Joint Resolution 157 plus the following: It would require the United States Department of Agriculture to reimburse States for school lunches for all children considered eligible by the State as opposed to the USDA's $3,940 ceiling income limitation, and it would require the Department of Agriculture to announce any further changes in the school lunch funding by July first of each year. That's a very commendable act on the part of the House and I would hope that the Senate might find itself willing to agree with that improvement, but I think all of this points up one thing, Mr. Chairman, that we're legally just patching up a program that needs general revision and total reform.

PROGRAM SORT OF JERRYBUILT

It's a good program but it has been sort of jerrybuilt with one little program after another being added. I have some prepared testimony which, if the Chair will permit me, I'd like to refer to and hopefully not take too much of your time. I may skip-read some of it.

Senator MCGOVERN. Senator, let me interrupt you for just a moment. I'd like to ask that there be included in the record* the New York Times account of the Humphrey bill the day it was introduced. It's an article entitled, "Humphrey Bill Would Widen School Lunch Project," and appears in the September 30 issue of the New York Times.

Also, in the Paris Herald-Tribune an article of September 29, indicating that the French are moving to a Universal School Lunch Program for all children. I'd like to ask that this article also be included in the record.

Senator HUMPHREY. Fine, thank you, Mr. Chairman.

Mr. Chairman, also there are a couple of items at the end of my testimony I would like to have included: a letter that is being sent to Members of Congress—that was sent to Members of the Senate dated October 8, signed by several Senators, and one to the President of the United States that was signed by Senators Hart, Cranston, Williams, Cook, Case, and others, which I think would be helpful for your record.

Senator MCGOVERN. Without objection, the material may be made a part of the record.†

Senator HUMPHREY. Now, Mr. Chairman and Senator Bellmon, last week the Administration announced that it was going to accept the recommendation of the Senate which had voted by a 75-to-5 margin to increase the Federal payment for school lunches served to needy children. It proposed to raise the payment from 35 cents to 45 cents per lunch. As a result, newspapers, television and radio across the country reported how schoolchildren would benefit.

Either hidden or ignored was the fact that the new rules substantially restrict access to the School Lunch Program. States will not be reimbursed at this new rate for lunches which were served to needy children from families with earnings above the Federal income eligibility level.

This action would drop an estimated 1 million or more children from the lunch program who are today receiving a free or reduced-price lunch. This, Mr. Chairman, is to what you eluded and commented on in your opening remarks.

The policy would also prohibit the States from reaching several million additional children who are eligible but are not now being served.

The legality of this move by the Administration also is highly questionable. For it proposes to do what the Congress clearly did not authorize. When the legislation establishing national eligibility standards for school lunch was passed last year in P.L. 91-248, the point was made by Congressman Quie from my own State of Minnesota, and Senator Javits of New York that the national scale was a floor to insure that the neediest children would certainly be fed. Both men, both distinguished Republicans, emphasized that the legislation

*See Appendix 1, p. 2519.
†See Appendix 1, p. 2520, 2521.

gave States the authority to set income eligibility scales which would be more inclusive than the Federal standard. This was done in obvious recognition that the cost of living will vary by region and by community within a region. The States and local communities must be able to respond to that need.

And in my opening remarks, I noted that the House subcommittee under the chairmanship of Congressman Pucinski has now, by a vote of that subcommittee, insisted that the Department of Agriculture reimburse States for school lunches for all children considered eligible by the State as opposed to the national eligibility standard of $3,940 as the income limitation.

For example, interestingly enough, until now, the Department of Agriculture also has encouraged the States to set broader income eligibility standards. While the USDA has not suggested that States exceed the Federal eligibility level for serving a lunch free of charge, it has said in program guidelines that the income level for a reduced-price lunch could be set much higher.

USDA Refuses Limited Discretion

For example, while the Federal income eligibility floor is $3,940 for children from a four-person family, the Department would set the eligibility level for a reduced-price lunch at up to $4,530. Yet, the Administration now would even refuse to permit this limited discretion to the States.

A further observation on the question of what the Congress did or did not intend is pertinent at this point: One thing the Congress did not say is that the Executive Branch should decide that it would only spend "*x*" dollars on child nutrition, and then pare the eligibility list to fit the dollar sign.

That, however, is exactly what the Administration is doing; and the result, if it has its way, clearly will be that America will suffer more hungry children rather than fewer.

I believe Congress will make it perfectly clear that our national policy concerning this matter today is exactly what it was on Christmas Eve 2 years ago. The White House, as you recall, said then that no goal was more important than feeding hungry children. I believe those were the words of the President. Now, if the Administration does not honor the eligibility standards for school lunch now being used by the States then the Congress will have to mandate that those standards be honored.

We cannot, however, stop there. We must consider whether the legislative approach we have followed since 1946 in child nutrition is adequate under political and economic conditions of today.

These recent developments are a forceful argument for scrapping what we now follow and replacing it with a policy which treats all children alike and which places the emphasis on the nutritional health of the schoolchild.

Certainly, what has happened since the Christmas promise of 1969 underscores these growing faults with our present policy. I want, of course, to indicate, Mr. Chairman, that the program is much better now than it was and a good deal of the reason for that is due to this

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special Select Committee as well as the Committee on Agriculture, of which the chairman is a distinguished member and Senator Bellmon is a very active and distinguished member. We have a better program than we had because of the work of the Congress and the Administration and the public. My point is that we see the glaring inadequacies even in this better program and we need to repair them.

Now, I said that we need to make some changes. The child nutrition program creates economic segregation by separating schoolchildren into those who pay and those who do not. It is an unnatural distinction which the public and private schools have dropped when it arose in relation to books, transportation, physical education, health and other common services.

We provided free busing long before the issue of segregation and desegregation ever got into the picture. We didn't say, "What if you have an income of $10,000 in your family and your dad has two cars, then you get no busing." We said, "Get on the bus; it's free. It's free transportation." The same thing we have said about textbooks, the same thing we have said about all kinds of equipment that students use in our school systems.

I think we should stop and consider carefully this question of economic segregation in the School Lunch Program. Remember, children leave their homes, go to school and stay there all day. And most of them do not go home for lunch. They remain in the school system all day.

Now, segregation of any kind is bad and it's particularly bad in schools. In fact, we now insist the school take every precaution not to let children know who is getting a lunch that is free. We make a great fetish of anonymity, even to the point that some people suggest lawsuits be filed if a school isn't careful about how it provides a lunch to a needy child.

So, we go through all kinds of gimmickry, all kinds of pantomime, so to speak, to try to mask and disguise what's happening. In other words, some children pay for a lunch; some children get it free.

Officials in Impossible Position

In a sense, we—the Congress—are putting the school official in an impossible position. First, we say to school officials that some children are going to be treated differently than others (in this case, a free lunch to needy children); and then we tell the school official that under no circumstance, however, should he let the children know that he is doing what we tell him to do. Now, children are a lot smarter than that. In fact, they are so smart they even know what the adults are doing before the adults catch on.

The second fault is that the primary concern of program managers is keeping records on how the money is spent rather than how many children are fed, and how well they are fed.

I firmly believe that Congress should insist on good stewardship in the spending of public money, but it should be done within the context that the delivery of public services is not simply an excuse to hire accountants, bookkeepers, administrators, investigators and public program managers, but that's what we are insisting upon today to a large degree.

We must consider and be mindful of the present program, improved as it may be: Over 23,000 schools do not operate a lunch program; nearly 10 million children are excluded from the lunch program by this lack of facilities; over half of the schoolchildren in America do not choose to or cannot participate.

The primary purpose of the child nutrition program is to feed children, and that job isn't being done.

A third fault is that program regulations are becoming less a means of carrying out the congressional mandate and more a tool with which an administration may rewrite that mandate to satisfy its own, and oftentimes rejected, goals.

We were told that new regulations would raise the reimbursement rates and tighten the eligibility criteria for school lunch, but we did not receive copies of those regulations. The reason is that, at the time, those proposed regulations were not to be shared with us because the Administration had set out on a new policy direction. Clear evidence of this was reflected in Deputy Assistant Secretary of Agriculture Philip Olsson's statement to the New York Times last Sunday when he said that the new restriction was aimed at stopping school districts from raising their poverty levels "so that more names can be added to lunch rolls, resulting in the Government paying for the program."

Now, these are matters for the Congress to decide, not the Department of Agriculture.

A fourth fault is that the present program has yet to produce data which will tell us what really is happening and what is needed to adequately support the effort to feed children. Senator Talmadge, the distinguished chairman of the Senate Agriculture and Forestry Committee, summarized this situation best in commenting on hearings our committee held last month on the School Lunch Program, and here's what he said:

> **The Senator from Louisiana (Mr. Ellender), Chairman of the Committee on Appropriations and author of the original school lunch legislation, was especially anxious to determine whether additional funding was needed. However, the Committee could get no answer as to the amount of funds which would be required. I believe that the Senator from Florida (Mr. Chiles) summed up the feeling of the Committee Members when he declared that he was forced to vote in the dark in regard to the School Lunch Program. We have been told repeatedly by the Administration that we have sufficient funds for an adequate School Lunch Program. We appropriated more than the Administration requested, and then suddenly we are faced with a money crisis.**

This is from the Congressional Record of September 22, 1971.

A fifth fault with our present policy is that the ability and willingness of State and local school districts to expand the school lunch and child nutrition programs is conditioned greatly by the attitude of the Federal agency. If the Federal agency is actively supporting the program, then it will reach more children with better nutrition. However, a lack of Federal concern will diminish the concern of State and local school districts. Such lack of leadership will result in State and local districts giving priority to problems other than those of feeding children, and I think in the defense of school administrators, they have so many problems and so many demands for their limited resources, is it any wonder that sometimes the School Lunch Program is shunted aside and given less than priority treatment?

ROULETTE WHEEL FUNDING

The sixth fault is that the present legislation has created a roulette wheel concept of funding. Spin the wheel and see how much special assistance; spin for general assistance; spin for breakfasts, and so on. State program staff time is being put on funding accountability rather than feeding action, a priority of which the Congress has refused to accept, yet regretfully has helped to create.

The Universal Child Nutrition and Nutrition Education Bill, S. 2593, which I introduced on September 28, contains two major aspects: It includes a child feeding program and a nutrition education program. I am indebted to the American School Food Service Association for their assistance in helping draft this proposal. I went to them to seek their guidance.

This bill would provide that every child in school or day care programs would receive at least one meal a day without cost to the individual, thus eliminating the economic caste system which is being built into the present program. And I must protest that economic caste system. I think it's wrong.

Funds would be apportioned to each State on the basis of the number of children in average daily attendance and multiplied by a Federal assistance rate of $90 per child per year. Now, that figure, of course, is subject to argument and alteration, but it's a figure that is considered to be reasonable. States would be required to eventually match the Federal payment up to a maximum of 20 percent.

Now, we only ask States to give 10 percent for highways and I'm of the opinion that the mobility of our children is more important than the mobility of our automobiles. The health of our children is more important.

Each State, to be eligible for Federal assistance, would first submit each year a detailed plan which would indicate the level of State and local funding, the plans to extend lunch to all children, proposals for nutrition education and the description of kinds and types of food service to be provided to children.

Federal funds also will be available to support adequate State administrative structures to supervise the new program, and an initial experimental program is mandated as a means of developing the most effective procedures to carry out the program nationally.

In other words, we'll do some market testing with this experimental program.

In addition, I would propose a special committee on program administration be convened each year to advise the Secretary on methods to improve the operation of the universal program. The universal program would emphatically set out national policy, and it places primary responsibility for achieving that policy with the States and local school districts. This, after all, is where the people are, and where the nutrition problem will be solved. While the Executive Branch would continue to play an important role in the program, its power would be limited since it no longer may play the role of arbitrator over who gets what share of which funds.

TAXPAYERS' MONEY

And by the way, Mr. Chairman, I have to get this off my chest. These moneys we have in the Federal Treasury don't belong to us. These belong to the taxpayer. Sometimes we sit on these committees arguing about these dollars as if somehow or other we gathered them in ourselves from our friends, relatives, and investments, and that they become personally ours. The government that's important to people is not the Government here in Washington, it's the government at the local or street level; it's the government that touches the people's lives and there is no area of governmental service that touches people's lives more in any one day than that of our school system, and this is why I have been a strong proponent of large amounts of Federal aid, for that purpose. Although I'm addressing myself this morning to the school nutrition program, it goes much further than that.

We have to think of government as a total unit in this context; Federal, State and local instead of the old-fashioned civics course concept they stressed back in the eighth grade which talks about Federal, State and local government as if they were separate compartments and seldom ever met or worked together. That has been part of our problem.

Now, as I view the Federal agency role, it will be to monitor and report on the use of funds and maintain adequate records, to compile national plans from State plans, and to focus more on nutritional standards and the measures which can best be employed to achieve those standards.

The local focus, in other words, will be on the children and their nutritional health—which is exactly where it should be, rather than on record-keeping and a lot of folderol that goes on today in the School Lunch Program that consumes time and money at the local level.

Health and nutrition experts from throughout this country have concluded, based upon scientific studies and surveys that income alone is no guarantee of good child nutrition. Children from well-to-do homes often suffer from as much malnutrition as do children from low-income families. Furthermore, the importance of good nutrition can be seen on the impact it has on the ability of students to learn, to maintain better health, to reduce absenteeism and lower dropout rates.

And Mr. Chairman, there is incontrovertible evidence that a School Lunch Program does all of that. We have had unbelievable amounts of testimony to that effect.

I am not going to take the time now to read all the next paragraph except to note, that Mr. B. P. Taylor, superintendent of the San Diego Texas Independent School District, reminded us, that:

The food program is an important part of our educational system. It is not enough to try to feed and educate the needy child; we must feed the hungry child and educate him . . . We strongly believe this (school lunch funding) is an investment in hungry children. We think it has in fact kept them in school and our records will so verify. It has not only kept them in school for an extra year, it has kept them in school until graduation time . . . Our dropout problem is almost nil in our school district and I think the food program has been a big contributing factor.

Then he went to trace the record before they had the food program and the dropout rate was startling, but let me just add this. We now have evidence that a School Lunch Program is one of the forces at work against drug abuse—against the drug problem. Where children get good lunches and have a balanced diet with improved nutritional levels it seems to have some effect on alleviating the tendency or temptation for drugs. And, if there's any problem that we have today throughout our total society in every income level, in every race and every group, it's this problem of drug abuse, and I think, again, that we ought to be forcing the issue for good nutrition and that we ought to recognize that good nutrition is needed in every child.

Recognition of the relationship between good nutrition and a child's ability to learn, and his capacity to develop both his mental and physical abilities has resulted in a number of rather spectacular changes in the child nutrition programs; since 1966, we have seen the passage of the Child Nutrition Act, which established the school breakfast program and provided funds to help schools to buy equipment to start lunch programs; other legislation was enacted to extend the lunch program to include child care centers and summer recreation programs. In addition, special legislation was passed in the spring of 1970 to provide emergency funding for the lunch program, and most recently Public Law 91–248 was enacted bringing major changes in the direction and impact of our child nutrition programs.

Mr. Chairman, public education is compulsory in this country. We have laws against truancy. Parents have been fined, and prosecuted for keeping children out of school. Authorities go out and find the child that doesn't go to school. In fact, public education is a form of educational conscription. It's a required duty of a family and a child.

Now, when we put a man in the armed services we feed him. He might not get much else out of it but he gets fed, and a great deal of effort goes into it and I have yet to see this Congress argue about the food bill for the Army or the Navy or the Air Force or the Marine Corps or the Coast Guard. I have been in Congress a long time. I have never ever once heard an argument about it, except some of us from the dairy producing States wanted the Navy to use a little more butter . . . that's about all . . . and drink a little more milk. But we put people in the military, either under a voluntary program or under Selective Service, and one thing they can be sure of is they will be fed. It may not be the best tasting, but they'll be fed a nutritious diet.

Now, we have laws that compel parents to put children in school. We have laws that compel them to be bused. We have laws that say you have to stay there the whole day. But nobody ever thought about feeding them. Now, I'm sure somebody is going to say, if you are rich and well-to-do you certainly figure out how to get a lunch to them, but when that child is living in the suburbs and has gone 5 to 10 miles to school, it is very difficult for mother or father to come running around with a little tote-bag and say, "Here's your lunch." Also whether we like it or not families often do not promote good nutrition at home. So, as I mentioned earlier, in the military you

have compulsory attendance. If you go AWOL and they catch you, they bring you back and give you a lunch, at least.

When truancy in a school system occurs, they generally send someone out to get the child and if a violation of law occurs, you are subject to it penalties. When you put children in school—black, white, Chicano, Indian, whoever they may be—they are entitled to a school lunch just as they are entitled to be bused to schools if they need busing, and books when in school. We don't go around and say, "Your dad has a $25,000 income, you pay for your own books." Everybody gets books. All students, regardless of income are entitled to a certain number of services that schools provide and my program, Mr. Chairman, is along those same lines.

Lunches for All Children

I am convinced that we must now move in the direction of school lunches for all children free of charge on the same basis as all other school activities.

The principle of providing "Universal" free education and other child services at school, regardless of income, race, creed, color or religion has long been established as a national commitment and law. Surely it is time to make a similar commitment to our Nation's children regarding something even more basic and essential, namely food. We should not let dollars and cents stand in the way of sharing the abundance of food we produce in this country with our children.

The doubling of our current annual investment in child feeding programs which would be required by my bill would be repaid many-fold by the benefits it would provide and the contributions it would make toward the improved overall development of our young. Healthy, well-educated children are more likely to become healthy, responsible adults. However, without the assurance or adequate nutrition and nutrition education for our Nation's children, we can hardly expect these goals to be achieved.

Congress has not and will not default on its commitment to feed all those who are hungry in America. This I know. Now I hope it will take the next important step—namely, the enactment of S. 2593, or the bill which the chairman or others have introduced—which would insure that a nutritious diet is provided to all our Nation's children, a right to which they are entitled as Americans.

As you mentioned earlier, Mr. Chairman, the French Government has just recently legislated that every child in the French school system will be given a free school lunch and a choice, Mr. Chairman, of four menus. Each child gets a menu and selects what he wants . . . fish, beef, veal or pork. They get four meats each day to choose from.

Now, if the Republic of France can afford to feed every child in France, rich or poor, in a society that has many more class distinctions than ours, I would suggest that we in the United States, which claims to be the world's leading democracy, should be willing to do the same thing, and in even greater and more generous terms.

The newspaper story about this is entitled "French Schools Will Offer Five-Course Meals," Paris, September 19. Reuters.*

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*See Appendix 1, p. 2523.

French children who lunch in school have been guaranteed a five-course meal everyday under a nutrition-conscious government order published here. From now on, if steak is served every child can insist on having at least a quarter of a pound; if chicken, a half a pound. Half a pound a child is the minimum allowance. The standard of most school meals here has already made French school children the envy of many of their European colleagues, but the government decided on the new regulation after finding that some schools were still not meeting the nutritional requirements of growing children.

They not only get a five-course dinner, they get a choice of four menus, Mr. Chairman.

Now, I know the French are very well-noted for good food, but we have a lot more and know how to mass distribute it. There is no shortage of food in this country.

That's my case and I hope that we'll get busy and do something about it. There's no doubt about that and I don't think anybody can build a case against the Universal School Lunch Program for our schoolchildren. I'm very positive about that!

Senator McGovern. I want to commend the Senator from Minnesota for his statement here today and I just wish every member of the Congress could have heard the compelling nature of that statement because it seems to me to be an unanswerable argument that if we can afford to provide physical education instruction and buses and textbooks and other things, surely we can afford to see that every child is given at least one adequate meal a day.

I might say to the Senator from Minnesota, I proposed this concept to the Agriculture Committee a few years ago and the great objection was the cost. The argument that it would run, as I remember, into $4 or $5 billion and that there were higher priorities for the expenditure of money in that amount than taking care of all the children.

Will the States Support?

Does the Senator think that we could get support in the States for this Universal School Lunch concept if we moved along the plan that he's proposed here? Would there be, in your judgment, a rather generous response from the States in picking up part of the financial cost?

Senator Humphrey. I think so, Mr. Chairman. I wish that a national public opinion poll could be run on this. I think it would come up second to Mother's Day in public acceptance.

Senator McGovern. That's my view, that the American people are prepared.

Senator Humphrey. Of course they are.

Senator McGovern. To see that their children are well-prepared. I know that the Senator from Minnesota has a special feeling about food for as long as I can remember—certainly over a period of 20 years—even speaking out not only for the elimination of hunger here but in other parts of the world, and the spirit behind these efforts, so I think we are most fortunate to have you leading the way in what we really ought to do here in our own schools.

Senator Humphrey. Well, Mr. Chairman, I'm just one of the people involved in this effort. This committee is filled with people that have helped in this program.

As I tried to indicate, we have moved a long way with this program but we have pretty much a patchwork program now—special assistance, general assistance, breakfast, and so on—and now we end up arguing every year whether it ought to allocate 35¢ or 42¢ for each school lunch. Really, it's kind of ridiculous for the Congress of the United States to be sitting around arguing whether a child ought to get a 42¢ lunch allotment for school.

When you go out and talk to the American people about this, as we have, all of us here, they look at you like you're off your rocker. The average housewife knows how little you can buy for 42¢ or 45¢. Now, of course, school districts can because of mass purchases and a lot of volunteer help that comes into this program. We have been able to do a fairly good job for some of our children, but with 23,000 schools without a lunch program at all, I think the problem is of serious proportions. In the innercity, Mr. Chairman, and in rural America—believe it or not, the worse rates of under and malnutrition occur. The worse problems are in the areas of America where they produce the food—in rural America—and second only to that is in the inner-city. It is in these two parts of our country where the poverty of America is to be found.

Mr. McGovern. I think the Senator used an inspired phrase in calling for us to put an end to economic segregation, and I'm afraid that's what this present school lunch formula perpetuates. A lot of our problems in this country would disappear if we could get rid of economic segregation. We might not have so much need for busing and some of these other things if we dealt with that problem, but I want to commend the Senator for what seems to me to be a brilliant statement.

Senator Bellmon?

Senator Bellmon. Thank you, Mr. Chairman. I would also like to commend Senator Humphrey for his statement and also for introducing the bill.

There are a couple of questions that came to my mind as I listened to Senator Humphrey's testimony. I, for a long time, have felt that we fell down in our educational program by not placing more emphasis on nutrition education. There are lots and lots of people that go through school without ever fully comprehending the importance of diet as far as their general health is concerned, and in your statement you mentioned repeatedly the emphasis you had placed on nutrition education. Would you care to expand a little on your ideas in this field?

Emphasis on Nutrition Education

Senator Humphrey. Yes, Senator. It's my judgment that if all we did was to provide the school lunch—while that would be helpful, it doesn't truly prepare the child or the young person in school for adult responsibilities in carrying on and advising or providing a balanced diet for himself for the rest of his adult life.

And I think nutrition education in the school system would have a profound effect upon the total health of the American people in later years.

Also, a better use of food. I mean, a more economical use of food. We are already getting, of course, in many States such consumer service from county agencies, and by some of the land-grant colleges. I think there is a growing consumer awareness today of the better qualities of food, at reasonable prices, and how to get a better diet.

Our Future Homemakers groups are doing a good job at this, but I think it's important for all of our students.

I think there are certain things that ought to be required in school, such as how do we take care of our personal health. We used to call it personal hygiene. Now we must be concerned with our diet because so many of our problems are related to that. Just recently, we have found—when I say recently, the past 10 or 15 years—that protein deficiency limits one's learning capacity. That is particularly true during the pre-natal and post-natal periods and up to about age four or five. The adequacy of protein in the diet during those periods are terribly important.

Let's take a young mother that is, let's say, just completed her high school education or college, and has that first baby. I think the nutrition education that she will receive, or the father will receive, as a result of a program of nutrition education, may mean the difference between a healthy child and a less than healthy child. I look at it as a part of personal and public health and we would provide funds, Senator, in this bill to expand the nutritional education efforts in our schools.

Senator BELLMON. I think that could be a major advantage of such a program.

You mentioned, also, that you foresee State participation perhaps up to 20 percent of the costs. Do you see any participation for the local districts?

Senator HUMPHREY. I provide in the bill from either State or local districts. It could be a shared responsibility and I think that you need some variables in States. Some States are better off than others. Some States have better means of funding their education than others. Some rely on income taxes, some rely on sales taxes totally, some on property taxes, and so on. That's a maximum figure, which would take several years to reach.

Senator BELLMON. Do you anticipate the program being available only in public schools or would the funds be available for private schools as well?

AVAILABLE IN ALL SCHOOLS

Senator HUMPHREY. I think it ought to be available in all schools, Senator, because it's a service to the child. I think we must start to look upon these services as services to children and not to institutions.

Senator BELLMON. I want to make one comment at this point. I have been impressed through the testimony I have heard in this committee as well as the testimony we hear in the Agriculture Committee from time to time, about the jerrybuilt nature of the present child feeding program we have. I believe if we were to start off today we wouldn't even consider writing a program the way this one has developed and whether or not your bill or whatever one is finally going to emerge. I'm convinced if we're going to have a program we can add at all, we must

rewrite the law we now have, and I want to compliment you for the approach you have taken.

Senator HUMPHREY. Well, Senator Bellmon, I have had the privilege of serving with you now for a few months in the Committee on Agriculture and I want this record to note I haven't found anybody that is more dedicated to the American farmer, or to American school children, with respect to these programs we are talking about here than you, sir, and that's a fact—a statement that is for public or private use.

Senator BELLMON. Well, you are very kind.

Senator HUMPHREY. I mean it. You have done a tremendous job.

Senator BELLMON. I say the same thing about you, Senator. Thank you very much.

I know you have a committee to preside over because I'm am a member of it.

Senator HUMPHREY. Yes, we have a lot of work to do today.

Senator BELLMON. In the absence of Senator McGovern, if you have finished your testimony——

Senator HUMPHREY. I am all through.

Senator BELLMON. Thank you.

I call John Perryman, Executive Director, American School Food Service Association, and Samuel Vanneman of the same association.

Dr. Perryman, you might hold up until the commotion is finished.

Dr. Perryman, you have a prepared statement and you are free to read the statement or to summarize it if you would like. Anyway you care to proceed, feel free. Go ahead.

STATEMENT OF DR. JOHN N. PERRYMAN, EXECUTIVE DIRECTOR, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION; ACCOMPANIED BY SAMUEL VANNEMAN, WASHINGTON REPRESENTATIVE

Dr. PERRYMAN. Thank you, Mr. Chairman. I do have a prepared statement which I would like to present in the following manner, with your permission. I would like to give the opening part of my statement, then turn to Mr. Vanneman, our legislative consultant, to discuss briefly the technical aspects of the bill, and then have the privilege of concluding my statement, if I may.

I am John Perryman, Executive Director of American School Food Service Association, accompanied today by Mr. S. C. Vanneman, Washington representative of the American School Food Service Association.

On behalf of the officers and 50,000 members of our organization nationwide, and on behalf of the 50 million school children of this Nation, I wish to express my appreciation to this committee for its unfailing interest in the nutritional needs of our people.

Senator MCGOVERN. Dr. Perryman, could I interrupt you? I had to step out for a phone call, but I want to join with Senator Bellmon in welcoming you to this committee and to commend you for years of effort on behalf of the Universal School Lunch Program. I really think your idea's time has now come and I hope I can do something to be helpful.

Dr. PERRYMAN. Thank you very much, sir. I'm indeed pleased that you returned to the room as I expressed my appreciation to this committee for its years of interest in meeting the nutritional needs of our people. I can't think of anyone whose ears that remark should fall on more truly than yours.

We express our gratitude to you that these hearings are being held to discuss a whole new approach to school food service in this country and that we are given this opportunity to testify.

Mr. Chairman, there will be those who will say that we meet here today to discuss "a free lunch program." I would respectfully disagree with that approach, for indeed, nothing in life is free, most particularly not a program which would touch the lives of 50 million of our youth each school day with at least one complete and nourishing meal. A young country, like the young man, considers its strength and energy and resources limitless. With maturity comes a realization that one must exercise judgment in the allocation and use of resources.

CHILDREN HEAD THE LIST

As a young Nation we thought of the air we breathed as free, we looked upon the waters of our rivers and lakes as free, we looked upon the fertile soil as free, we looked upon our forests as free. Only now have we learned that there is a cost for all things and that we must spend for only those things which are of most lasting value. At the very head of this list of prized possessions would surely come the children of our Nation, an investment in the future. If our Nation is to be strong, our youth must be strong; their health and education are of vital concern to all of us. Proper nutrition is a requisite for both.

We come here today, Mr. Chairman, to recommend the most dramatic change in school food service since the National School Lunch Act was passed in 1946. If we recommend so strongly a change of this magnitude, we must feel there is something wrong with the way school food service is working now. We do. We believe the economic means test is an administrative absurdity. We have some food items which we can make available to some hungry children but not to others; we have some moneys which we can make available to some hungry children but not to others. We have section this of that act and section that of this act, which are applied one way in one State and another way in another, which in turn is applied one way in one school district and another way in another.

And finally, we have severe and critical problems in program administration and accounting. At present there are seven different appropriation authorities for these programs. Each of these require separate accounting records and separate reports both at the State level and in each individual school. It has become literally impossible for the State agencies, let alone the U.S. Department of Agriculture, to keep track of program expenditures and program participation. As a result, an incredible amount of time and effort is being expended, or rather wasted, in attempting to maintain some semblance of fiscal control and funds management.

Let us suppose for the moment, Mr. Chairman, that we applied the same archaic eligibility approach to the rest of education which we now apply to school food service. We would then say, as we did at

one time in an experiment in public education which failed completely 150 years ago, that a child who was sufficiently pauperized could go to school without having to take money in his pocket to pay for his education. The child not so pauperized would take money in his pocket for the day's schooling, money which he might then use for the acquisition of learning or carbonated beverages or a bag of marbles. We would struggle manfully to figure out just how poor one had to be to be a pauper and would then discover that our guidelines had insulted many people in Arkansas who thought they were doing rather well and had disfranchised many people in New York who were actually painfully poor. Of course, we would try in all manner of way to keep people from knowing that some children brought money in their pocket to pay for their schooling while others did not. And then, naturally, the children themselves would tell each other all about it.

Feeding Programs Become a Gamble

The tragic and fallacious concept of "option" has even left its heavy imprint upon the policies and practices of the Federal Government. From year-to-year there is a question of whether or not we shall have the Milk Program, a question of how much money will be provided for what type of lunch, for what economic level child, from what source of government funds by what date. Last minute changes in regulations and funding—with 1971 being a ghastly example—have made the operation of our child feeding programs the biggest gamble in school administration today.

One fact we tend to forget, Mr. Chairman, is that for the child who is eating properly now, this program will cost virtually nothing at all. Groceries will simply be bought wholesale rather than retail and served to the child at school when the all-important business of his education requires him to be at school.

For the child not now being properly nourished, there would presumably be added cost and yet, in the long run, I wonder. We observed a moment ago that proper nutrition is vital to both health and the education of our young. We are spending in excess of $40 billion a year in this country on elementary and secondary education, in excess of $60 billion a year on remedial health, a soaring cost that has increased 400 percent in the last 20 years. More than $100 billion worth of our resources each year are being poured into these two expenditures. If, by a proper program of food and food knowledge, we can—as we most certainly can—improve both the health and the learning ability of 52 million children each year, then we may indeed increase the return on our investment in education and decrease the cost of the annual sickness bill, for reasons that I would like Mr. Vanneman, who had a hand in developing this legislation, to discuss briefly for you.

Senator McGovern. OK.

STATEMENT OF SAMUEL C. VANNEMAN

Mr. Vanneman. Mr. Chairman, I am Sam Vanneman, Washington representative of the American School Food Service Association. I have served in this position for the past year. For a period of 30 years

I worked in the U.S. Department of Agriculture on the various Federal food programs. At the time of my retirement from Federal service in April of 1970, I held the position of Assistant Deputy Administrator for program operations in the Food and Nutrition Service. Following my retirement, I served briefly on the staff of the House Education and Labor Committee to assist in the passage of school lunch legislation.

My purpose here today is to outline briefly the major provisions of the legislation before you. First, under the Universal program, at least one meal a day, meeting one-third of the child's daily nutritional requirements, would be offered free of charge to all children in attendance on the same basis as most other school activities. Additional meals or supplemental food service would be offered on the basis of economic and/or nutritional need whenever it is necessary for the health of the child. The present administrative framework of Federal, State and local cooperation would continue.

All public and nonprofit private schools of high school grade or under would continue to be eligible for assistance in providing food service to children. In addition, various types of service institutions providing day care or other services for children would be eligible for assistance.

Initially, Federal funds would pay for 85 percent of operating costs with 10 percent coming from the State and 5 percent coming from local sources. This could be all State or all local under Senator Humphrey's bill, and would be a more flexible arrangement. During a period of 10 years the State's share would increase to 20 percent and the Federal share would decrease to 75 percent. The local share would remain the same at 5 percent.

A child may take part in the program without an affidavit or certification required from any parent or guardian.

Funds would be granted to State educational agencies to conduct a comprehensive program of nutrition education for children attending eligible schools and institutions. For the first year of operation such grants would be made at the rate of 50 cents per child enrolled in each State in eligible schools and institutions. Grants would be increased to $1 per child enrolled every year thereafter.

No Matching Funds Required

Up to $25 million annually would be authorized to assist schools needing equipment to start or expand food service programs for children. There would not be State or local matching funds that would be required.

Federal funds would be provided to help States increase their staff personnel to supervise the expanded program. Any such personnel would be required to be included under the merit, Civil Service or tenure system covering employees of the State education agency.

Federal funds would be provided to assist in local supervision of food service operations. Each State's grant for this purpose would be based on the rate of $250 per year for each school attendance unit or service institution participating in the program.

For nonprofit private schools, a registration fee from parents may be required to help finance food service operations if State funds cannot be provided to such schools.

The Secretary of Agriculture would be authorized to use up to $200 million annually for purchasing nutritious foods for distribution to participating units.

State educational agencies would be authorized to pay funds to participating units 10 days before actual operations begin. This would be a tremendous benefit to all the States and districts because under the present operation the schools may not receive Federal funds until at least 30 days after the operation of the money is concluded so the local units are constantly pleading for the money.

The bill would make the Department of Agriculture the central authority and funding agent for all child nutrition programs.

State-planned operations would be required before the Universal Program starts.

National Advisory Councils would be established to provide State and local participants with an administration review of their program, and also, the council would be concerned with program counseling for the Department of Agriculture.

The Universal Program would go into effect 2 years after the fiscal year in which the legislation is enacted. Pilot programs to test techniques and procedures for operating a Universal Program would be authorized for the intervening 2-year period.

The new legislation would supersede existing legislation which now authorizes Federal-State child nutrition programs.

Cites Objectives of the Bill

In summary, then, what are we trying to accomplish?

1. Knowing that the hungry child cannot learn, we are striving to provide him with the food he needs to do his hard day's work at school.

2. Knowing that food and health are indelibly related, we are endeavoring to build a strong young America.

3. Knowing that the nervous system of an infant may be already laid out before the mother even confirms her pregnancy, knowing that one child out of six is born to teenagers and cared for by teenagers, knowing that one young man out of three is rejected for military service largely because of physical defects attributable directly or indirectly to malnutrition we are proposing to develop for the first time in this Nation a sensible and broad program of nutrition education.

4. Knowing that the present administration of school food service is made so cumbersome as to dissipate much of our money and effort to reach hungry children, we are proposing new simplified legislation to expedite the Nation's most important undertaking.

Mr. Chairman, there is nothing new in these purposes; there is no disagreement among those in this room or, probably, in this Nation regarding these stated purposes. Indeed, these are the very purposes set forth by the Congress in its wisdom 25 years ago. Permit me to

quote briefly from the hearings of the original School Lunch Act of 1946. Senator Aiken of Vermont said, and I quote:

> The health of our children and the education of our children are in my opinion the two first lines of any national defense program which we may adopt.

And again from Senator Aiken:

> The health of our children, Mr. President, is the last thing with which we should deal in a miserly manner. I do not see that we could put a dollar value on the health of boys and girls in the schools of this country regardless of the state in which they may live.

Senator Taft of Ohio reminded the Senate that States had done unwell in providing school lunches and urged the Federal Government to act.

Senator Ellender said:

> I desire to see this program expanded so that it will reach all sections of the country, particularly the rural sections where such help is needed in order to foster and stimulate school lunch programs. [and the late Senator Russell summarized by saying] This program has been one of the most helpful ones which has been inaugurated and promises to contribute more to the cause of public education in these United States than has any other policy which has been adopted since the creation of free public schools.

The Members of the House were no less articulate in their definition of our purposes, Mr. Chairman. The venerable Mr. McCormick said:

> Dollar values on one side against human values on the other side. That is the question today: Whether it is going to be dollar values on one side or human values on the other side, for undernourished children in all sections of our country are involved.

Said Mr. Kelley of Pennsylvania in urging adoption of the bill:

> The relationship between good health and good food is no longer a matter of argument—if, indeed, it ever was.

The summary given by Mr. Flanagan of Virginia is as fresh and pertinent today as it was 25 years ago. He said:

> Years ago we debated the advisability of having a public-school system. There were those at that time who argued that the training of the mind was not a proper function of the state. Today, after years of trial, we are all in accord that our public-school system has been the cornerstone of our democracy. Today, as never before, we realize that while ignorance is the food upon which dictators are sustained, education is the source from which democracy draws its strength. Today we realize that the state is vitally interested in the training of the mind.
>
> Today, as the debate on this bill progresses, there will be those who, while reconciled to the proposition that the training of the mind is a proper function of state, will question the proposition that looking after the health and well-being of the child is a proper function of the state. They, like many of those of the years of long ago, who, arguing against the free school contended that education was a family problem. How they can accept the one proposition and reject the other; how they can disassociate the nurturing of the body from the training of the mind is beyond my comprehension.

Yet, after a quarter century of proclaiming our intentions, purposes and determination, we are reaching only half of our children and reaching them with timidity, equivocation and half-way measures.

We do not express alarm if a rich man's son or daughter rides on a school bus or learns English literature or plays on the football team or sings in the Glee Club without penalty for affluence. The affluent citizen is paying more into the tax structure in the first place. Why

should his child have to take extra money in his pocket to participate in the day's activities at school?

Concept of Option Is Wrong

The evil is not a shortage of food; the evil is not an inadequacy of technology to get the job done; even though there are naturally competing priorities, I do not even believe the evil is a shortage of money. I believe the evil is the concept of option.

Never, while school food service must continually fight for its survival, must continually fight for its place in education, must continually fight for its presence on school campuses, must continually be faced with a shifting foundation of support, never while school food service is relegated to a ticket-takers sideshow, never while it is considered an option rather than a rightful and integral part of education, will it reach out to touch the lives of all of our children. The lean and hungry children of Boston, the plump, corn-fed children of Iowa are all a part of the same picture.

Once and for all, school food service and nutrition education must be made a part of education or we shall forever have millions of hungry children in our Nation.

Senator McGovern. Well, thank you very much, Dr. Perryman and Mr. Vanneman.

Dr. Perryman, are you familiar with the article by Dr. Bruno Bettelheim in the recent issue of "Family Health" on the problem of school feeding?

Dr. Perryman. Yes, Mr. Chairman, I am.

Senator McGovern. I want to just read into the record a couple of paragraphs from that article because it seems to me to be a most compelling statement of the case. It comes at it from a little different point of view than is ordinarily argued. He said:

> As a nation we have recognized that needy children lack food and have given it to them, but even when forced by hunger to eat it many of these children end up by hating themselves for accepting it under the conditions in which it is given, and by hating the school that compels them to do something so damaging to their self-respect.

He is referring, of course, to the present formula under which poor children are set aside for special free or reduced-priced lunches, and then he goes on to say:

> I would suggest that all children be fed in school whether they are needy or not. The school experience ought to be centered around meals [and then he adds], Money spent on such a program would yield far better results than that spent on practically any other items including books. I would give it priority even over new school buildings.

The thrust of the article is that you can't really educate a child or develop a healthy personality unless you administer to the total personality of the child and create the kind of wholesome and supporting conditions that make the whole learning process more attractive.

Would you agree generally with the thrust of that article?

Dr. Perryman. Well, I would agree with it very strongly. We have—man is basically a social animal and I think we have known for all time that when man sits down to break bread with one another this is one of the greatest opportunities for him to communicate with one

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another and it seems indeed a shame that this opportunity is many times frustrated by the economic segregation that Senator Humphrey referred to a few minutes ago.

Senator McGovern. I wanted to ask either you or Mr. Vanneman the response to this question. I have found that the principal objection to the Universal School Lunch always centers on the cost, on the fact that it's a multibillion-dollar program. But, wouldn't, in fact, this Universal School Lunch Program greatly reduce the administrative overhead in costs and the redtape and bureaucracy by eliminating all these people who now have to check on who's eligible for free or reduced-price lunches and who are not eligible? Wouldn't the program actually result in at least some savings in administrative costs?

A Considerable Saving

Mr. Vanneman. I think it would be a very considerable saving. Just the mere process of sending out applications to all—you must send them to every parent in the school. In New York City this may mean sending out four or five hundred thousand applications and getting them back and paperwork involved in the process. Just the mere collection of money from the children is a tremendous administrative expense. I think in Baltimore, they said it costs them $30,000 a year to hire the Brinks operation. This, of course, would be eliminated under the Universal Program.

Senator McGovern. Yes.

Mr. Vanneman. Further than that, the Universal Program and greatly expanded participation, your per unit cost of producing a lunch would go way down and be a much more efficient operation all over. Many schools now are struggling with the fact they are perhaps feeding only 20 percent or even less of the enrollment. If they could boost that to 75 or 90 percent, their per unit cost of operation would go way down and there would be considerable savings across the board. There would be elimination in many cases of the persons who have the task of collecting the money at the counter when the youngsters come in, and to keep a record or some identification of which child came through for free lunch and which child was paying, and which child paid less than the full price.

This all has to be accounted for as the child goes through the line. There is bound to be considerable savings across the board.

Senator McGovern. I remember a couple of years ago I made a visit to my hometown schools. We had a very able superintendent of schools. He is a man with a doctor's degree in education and an excellent administrator, and he asked me to take time to sit down with him and go over these school lunch forms that he was asked to fill out. He told me that he was seriously thinking about taking the school system out of the Federal School Lunch Program and asking the school board to appropriate separate funds so they could get rid of all this bureaucracy and then just offer everybody a school lunch on the same basis.

He said we really can't afford it but we can't afford to designate personnel to figure out all these forms and to keep records on all these

children. He said, it's not worth the effort and he bitterly resented the fact that it took a great deal of his own time and the time of his staff.

I wonder maybe if just relieving the school systems of some of the bureaucratic load of administering this present program wouldn't be an important offsetting factor when we come to evaluating the benefit-cost ratio on the program.

Dr. PERRYMAN. I think, Mr. Chairman, we have gone part way already. Public Law 91–248 mandates that school food service shall be available to children and it requires every superintendent of a district that participates in the program to ask the question of every child, does he need a free or reduced-priced meal, and we received an estimate yesterday.

If this latest Department of Agriculture change in regulations regarding the eligibility standard is not struck down by the Congress and is permitted to stand, then New York City has to ask all of its children all over again. They estimate that one question will cost them $12,000.

Senator MCGOVERN. Well, I again want to commend you, Dr. Perryman and Mr. Vanneman, for your leadership in this field and we do appreciate your taking time to testify before the committee.

Dr. PERRYMAN. Thank you, Senator.

Senator MCGOVERN. Our final witness has been before this committee in the past; Mr. B. P. Taylor, who is the Superintendent of Schools in San Diego, Tex.

As I remember, Mr. Taylor's testimony the last time he was here, he comes about as close to operating the kind of a school lunch program that Dr. Bettelheim refers to in his program of any school superintendent in the Nation.

We are happy to welcome you again, Mr. Taylor.

I'd like to ask that the article by Dr. Bettelheim, which was sent to me by Mr. Julius Cahn, the publisher of Family Health, which appears in the September issue of that magazine, be printed in the hearing record.*

Mr. Taylor, we are happy to welcome you back to the committee.

STATEMENT OF B. P. TAYLOR, SUPERINTENDENT OF SCHOOLS, SAN DIEGO INDEPENDENT SCHOOL DISTRICT, SAN DIEGO, TEX.

Mr. TAYLOR. Thank you, Senator. I would like to read the prepared statement, if I may, please.

Mr. Chairman, Committee Members, my name is Bryan P. Taylor. I am superintendent of San Diego Independent School District in San Diego, Tex. I have been superintendent in San Diego for some 13 years. San Diego is located in deep southwest Texas. Our school district consists of some 400 square miles; 1,700 students of which some 99 percent are of Latin American descent.

We are a poor school district from the standpoint of taxable property. Some 60 to 70 percent of the students come from families that have income of less than the poverty guidelines and consequently will qualify under the guidelines set forth by the U.S. Department of Agriculture. These students, of course, qualify for free meals.

*See Appendix 1, p. 2524.

SERVING THREE MEALS DAILY

We have been participating in the National School Lunch Program for many years and I think the records will show that we have gladly participated in this program knowing full well that it is a good one. When it was possible to serve breakfast under this program, we were among the first to serve not just breakfast consisting of dry cereal, toast, and milk, but a breakfast consisting of bacon, eggs, hot cereal, home-made bread, fruit juice, and milk. For the past 18 months we have been serving three meals a day to our children. I think that we are probably the only school district in the Nation doing this.

I have been in favor of Universal feeding for public school program children for many years. We at San Diego have been in reality practicing this for the past 4 or 5 years since above 90 percent of our students eat at the cafeteria. The public school cafeteria is a perfect meeting place for the rich and the poor, the black and the white. The public school cafeteria is a place where the academic talented student may converse with the lower academic achiever. The 210-pound football player may converse with the 100 pound victim of cerebral palsy. This is really what education is all about. Out of our program we have some significant statistics such as:

Our attendance has been better since our feeding program started. We consistently have over 95 percent attendance.

We have very few discipline problems.

The students have improved in their grades.

Our dropout rate is practically nothing.

Our children are much healthier according to a national health survey by Dr. Shaefer a few years ago.

We have found that the school cafeteria is the one place where all students may receive equal treatment. There are some by products of a program like this. For instance, our football and basketball teams have for the past few years been much better than they were prior to this program. The students themselves seem to understand each others' problems a whole lot better. We find that very few students and almost none of the teachers leave the campus during the noon hour.

The public school cafeteria, with food being available for all, is as important to a school system as its academic progress. In fact, most students prefer to eat at our school cafeteria rather than go home or to a local restaurant. The public school cafeteria should be charged with the responsibility of serving food and nutritional food and it should be served to all the students at no cost to them.

The Universal Child Feeding Program would be the biggest step forward for the public schools in the past 50 years. No one that I know of in the public school systems would disagree with the Universal Child Feeding Program. This should be done immediately. There is no question as to the effect that it will have on the public school children. The Universal Child Feeding Program would be advantageous to every man, woman, and child in the United States.

That's my prepared statement.

Senator MCGOVERN. Well, thank you very much, Superintendent Taylor.

I wonder, in your judgment, if you could get this story out of what you've done in San Diego, Texas, to other school administrators; that is, if they really became fully aware of the results of this program and what it's done for your community, would it be your judgment that a sizable number of those people would get behind the program and help build public support for a truly Universal School Lunch system?

AS IMPORTANT AS CURRICULUM

Mr. TAYLOR. I think so, Senator. I don't see how anybody could afford not to give support to a program of this type; when, in reality, it has been proven without question that the food and the child, and nutritional programs for our public school are as important as English, math, and history.

We have been fairly successful in some areas throughout the United States that I have been favored to visit and talk to the people about this kind of a program and it seems to me that if for no other reason at all, it would keep children by and large on the campus another hour or two a day, along with helping them academically and along with the decrease in the problems that we have in the public schools.

You see, there's a lot of students that get in trouble during the noon hour.

Senator MCGOVERN. Yes, so you see it as an antidote to some of the disciplinary problems that afflict other schools?

Mr. TAYLOR. Oh, I don't think there's a question about that, Senator. I think that the fact that they are there in the food program, in the lunch program by their own choice, and they are not forced to be——

Senator MCGOVERN. Yes.

Mr. TAYLOR. And this can be done. We haven't had a lot of problems. For instance, most of our students don't leave school at 3:30 when they get out. They stay there for the dinner program until 6:30 at night and consequently, they are there under so-called supervision with the gyms and the swimming pools open, and consequently, it adds to a wholesome atmosphere in a public school.

Senator MCGOVERN. Yes.

Mr. TAYLOR. At least, the parents know where they are and we do, too.

Senator MCGOVERN. Did I hear Senator Humphrey make the observation that there is some evidence that of good, wholesome lunch programs of this kind can serve as an antidote to drugs and other things that youngsters are experimenting with these days? Would you share that view?

Mr. TAYLOR. Without a shadow of a doubt this is true, I think. We don't have any problem.

Senator MCGOVERN. You have no drug problem at all?

Mr. TAYLOR. Not as we see it. I'm sure that there are some in town. I have not been familiar with them, but as far as our public schools are concerned, we have not had one case come up in our public schools of——

Senator MCGOVERN. Of a youngster on drugs?

Mr. TAYLOR. That's right.

Senator McGovern. Well, I think that in itself is remarkable because I know in a good many schools that's almost the number one problem, is it not?

Mr. Taylor. Yes, sir.

Senator McGovern. Youngsters even down to the grade school level experimenting with drugs of one kind or another, and in some cases hard drugs.

Mr. Taylor. Yes, sir. Well, I have yet to have a parent not agree with the Universal Food Program as your committee and Senator Humphrey are proposing, and I have talked to a number, and they certainly all agree.

Senator McGovern. Well, Superintendent Taylor, I don't see any point belaboring the points you have made. It's a very succinct and compelling statement that builds on the previous testimony you have made before this committee. I just want to say, again, how much I personally admire what you have been able to do through your own leadership effort, both for the young people in your community and also in using the school feeding programs to unite the community with the school. That seems to me to be a tremendously important by-product in your program and one that I wish we could see implemented all across the country.

We do want to thank you for taking time to come before this committee again and your testimony is always an inspiration to us to do better.

Mr. Taylor. Thank you, Senator.

Senator McGovern. Thank you very much.

The committee is in recess, to reconvene at 10 a.m., on Thursday, in room 1318, of the New Senate Office Building.

(Whereupon, at 11:05 a.m., the Select Committee was recessed, to reconvene at 10 a.m., on October 14, 1971, in room 1318, of the New Senate Office Building.)

UNIVERSAL SCHOOL LUNCH PROGRAM

THURSDAY, OCTOBER 14, 1971

U.S. SENATE
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS
Washington, D.C.

The Select Committee met at 10:14 a.m., pursuant to call, in room 1318, of the New Senate Office Building, the Honorable George McGovern, chairman of the committee, presiding.

Present: Senators McGovern, Bellmon, and Taft, Jr.

Staff members present: Kenneth Schlossberg, staff director; Gerald S. J. Cassidy, general counsel; Judah Sommer, minority counsel; and Elizabeth P. Hottell, professional staff.

Senator MCGOVERN. Dr. Mayer, I think we are ready to begin. Let me say, before you proceed, that the Select Committee is continuing its consideration of the feasibility of a Universal School Lunch Program, and we have several very distinguished witnesses with us today including our first witness, Dr. Jean Mayer, an eminent physician on the faculty of Harvard University, and chairman of the White House Conference on Food, Nutrition and Health.

Dr. Mayer's credentials to advise the committee on this subject are well known. He has personally played a major role in the national effort to bring adequate nutrition to millions of hungry Americans. I have had an opportunity to read his testimony before the committee today, and as usual, it's extremely thoughtful and poses a number of fundamental questions we must all consider carefully. I commend it to the other members of the committee and the Congress and I'm going to make a personal effort to see that a copy of your testimony is brought to the attention of the Senate, Dr. Mayer, because I regard it as a very important contribution.

We are now pleased to hear from you.

STATEMENT OF DR. JEAN MAYER, SPECIAL CONSULTANT TO THE PRESIDENT, WHITE HOUSE CONFERENCE ON FOOD, NUTRITION AND HEALTH; PROFESSOR OF NUTRITION, HARVARD UNIVERSITY

Dr. MAYER. Thank you, Senator. Inasmuch as you have read the report, I would like to follow it only as a guide and add comments, as I go along.

I do appear before you, as you asked, as the Chairman of the first White House Conference on Food, Nutrition and Health, and also in

my own private capacity. I would like to speak first as the former Chairman of the Conference, reminding the audience that the Conference addressed itself both to the immediate urgent problem of hunger and to the long term problem of providing sound nutrition programs for all.

As you remember, when the Conference met in December 1969, the hunger problem was particularly urgent and it was very large. The free and reduced-priced lunches provided in 1968 had reached only 3.4 million needy children out of what the estimates of the panels concerned were an estimated 8.4 million needy children.

There were many deficiencies found in the program, some which have been erased and some which are still with us. Needy children were often discriminated against in the way in which the program was administered and received free meals, if they got them at all, under humiliating conditions. Children out of school were not reached and are still largely not reached. Migrant and preschool children were not reached and this is still a major problem.

As regards the school lunch, it was recognized that the association of the school lunch and school feeding programs with distribution of surplus commodities and price support programs, and I quote, "does not yield the best return in terms of nutritional effectiveness or administrative efficiency," and this is still quite true; that programs in nutrition education associated with the School Lunch Program were weak or nonexistent and with few exceptions, it is still largely true and that "teachers were"—and are—"increasingly abdicating their interest in school lunch," and that's still true.

Majority Endorse Program

The two panels most directly concerned with the School Lunch Program, V–3, Systems of Delivery of Food and of Money for Food, which was presided over by Dr. Gershoff, Harvard University, and V–4, the Large Scale Meal Delivery System, which was provided over by Mr. Harvey Stephens, who is here today, voted by majority vote to endorse the principal of a Universal Free School Lunch Program.

I must note that for both panels, the extension to all children of a principle universally accepted by all the Conference, as regards needy children, was one of the most controversial items on the agenda and one of the few which would not be accepted unanimously. In fact, in one of the panels the vote was quite evenly divided. Many members felt and among these, a number who had been particularly involved in the antipoverty movement, that the large expenditure of funds required to pay for free school lunches for middle-class children had a low priority as compared to funds urgently needed for the Food Stamp Program and for the proposed Family Assistance Program or existing social welfare programs.

WHC Gave Endorsement to Bill

While the Conference accepted the Task Force Statement which again proclaimed the desirability of a free School Lunch Program, this was again considered by many to be the most controversial program. I think I knew the temper of the whole assembly fairly well,

having talked days and nights with the various proponents of the various viewpoints, and I think a floor fight was avoided on this point largely because opponents realized that we were concerned with long-term targets rather than immediate objectives and because I felt, as chairman, that the final plenary session was not the appropriate place for the negotiation of detailed amendments. I think that, of all items of the Conference, the level of the Family Assistance Plan support and the weight at which it should be reached and the principle of a Universal Free School Lunch Program were the two issues which were the most controversial among the delegates. I can thus say, as the chairman of the Conference, that the White House Conference gave a qualified endorsement to the principle of the Universal Free School Lunch Bill.

Since the White House Conference, through the efforts of the administration of this committee and particularly, of the Chairman, of Congress as a whole, and I would like to add with the help of a number of groups and particularly, the splendid group of men and women, the American School Food Service Association, led by Dr. Perryman, the situation has improved not only as regards the Food Stamp Program, which now reaches 10.5 million Americans instead of 3.5, the total Family Food Assistance Program, which has a participation of about double what it was in 1969, but also the School Lunch Program, which in spite of all the existing deficiencies, in spite of the insufficient financial support for the present programs, still is reaching about 7 million children instead of 3.4. I may add that my estimate is that there are still certainly one and probably two million children which under the terms of the existing free School Lunch Program, should be reached now if we had both the funds and the local goodwill to do it.

Let me now speak as a private citizen. I am by no means opposed to the principle as a long-term target of a Universal Free School Lunch Program for all children, complementing the overall free education system, but at the risk of disappointing many of my good friends, and I know I do by saying this, I have to say that for the present there is some serious question as to whether the $5 or $6 billion involved in subsidizing middleclass children would not be better used in extending the free School Lunch Program to cover all the needy for lunch and breakfast and for summer programs, and by all the needy, I mean not just those below the welfare level of $3,940, in supplementing the Food Stamp Program and in increasing the level of support of the Family Assistance Program as soon as this is voted and implemented. At present, I am forced to conclude, as a nutritionist, that the Universal Free School Lunch Program has to receive a low priority as compared to the continued need to prop up the poor in a number of ways, including in particular, in nutrition.

Need Additional Programs

We need additional programs in many poor urban and poor rural areas where we don't have a program. One to two million children, I have already said, should be reached that are not reached at all. The argument which has been used by proponents of the Universal Free School Lunch Program now, that in order to reach these additional

one or two million children we need to make the program free for middle-class children does not sway me because this would not by itself pay for the supplementary funds for equipment, catering, or administration, when these are the reasons why needy children are not reached. In the region that I know best, namely, my own in Boston, none of the arguments evinced for a Universal Free School Lunch Program would automatically insure that the poor schools are reached in the very near future.

We also need more breakfasts for needy children, and school breakfasts may be even more important than school lunch in terms of its usefulness for education. I think these are the first priorities for nutrition and educational purposes.

I may add that I think it's also very important to provide needy children a lunch which covers more than one-third of the day's requirements by increasing the amount of protective foods, and I think that one should consider very seriously the possibility of distributing vitamin and mineral supplements in areas which have a great many poor children. I am not convinced at all that this would in any way decrease the effectiveness of nutrition education and meanwhile; if we don't do that we only deal with one meal out of three, one day out of two, and there's some doubt that this can be made nutritionally very effective.

Let me now speak in terms not of Welfare but in terms of Education and Health. I think there are really three aspects to the School Lunch Program: Health, Education and Welfare, and I think all too often we have paid attention only to the agricultural aspects of both utilization of surpluses and in the way in which the program is run, that is, "mass feeding."

In order to consider a Universal Free School Lunch as desirable for all children, one should be convinced that it's an essential educational or health activity. I find it difficult to do so now in many cases. This is no criticism of those devoted directors of school lunch programs to whom I have already paid tribute, and I would like to say, again, that as true friends of the American children, they were campaigning for school lunches in the 1940's, in the early 1950's, when very few people were as alerted to the problem of malnutrition as they have been since, while some of us who have been—as the chairman was generous enough to say at the introduction—very active in the fight against poverty and malnutrition—and I would return his compliment and praise his leadership, we were preceded in many cases by this group. They should not be indicted for the failures I will describe. I think these failures are an indictment of our educational system, of the school administrators, of the teachers, and of ourselves as parents.

All too often the school lunch takes place in a vast, noisy cafeteria which is confusing and tiring to younger children already tired by a long morning's work. The children are brought to lunch in regimented columns without time for relaxing first, without any attention being paid to their washing their hands. As a professor in public health, it does bother me, and this is a very curious happenstance in our country which is certainly the most plumbing conscious in the world.

The children are pressed to make their choice, pressed to eat fast, which nullifies any chance of lunch being a pleasant, relaxing experience conducive to further learning in the afternoon. The fact that the

cafeteria is so unlike home, the conditions so different from ordinary meals, enormously decreases the chance that unconsciously, new food habits introduced in the school will make themselves felt in the home.

French experiments with school lunch programs among other examples, demonstrate that the more the atmosphere of school lunches approximate that of their home, the more likely the child is to take new tastes—the more likely the children are to take new tastes to their house. Children started requesting fruits, salads and vegetables at home only after these were served at small tables in cafeterias partitioned by half-walls into small rooms, and after children were led to spend enough time at the lunch table.

I may add that we still have to develop, besides adequate conditions to use the school lunch as a tool to teach good nutrition, a sound program to teach nutrition in the schools which is based on nutrients and applicable to the convenience foods which constitute close to half of our food supply, replacing ineffective and obsolete types of teaching like teaching exclusively based on the so-called food groups.

Teacher-Student Lunch Develops Rapport

More important is the attitude of teachers. I find it scandalous that school teachers should refuse to have lunch with the children they teach. One meal out of three, one day out of two is all they are asked to "sacrifice." If they don't like children enough to eat with them, they ought to consider another profession. We can all agree that American teachers are underpaid. We can deplore the fact that so many of them have been the victims of the timing of the freeze, but I can find no sympathy for school teachers who neglect the splendid educational opportunity of establishing an entirely different and much deeper rapport with their students than can be obtained in the classroom.

I may add that as a former president of a Parents-Teachers Association that lunch is a splendid opportunity for close cooperation between parents and teachers. Cooperation between the two groups is much vaunted but rarely put into effect. There has been a lot of attention paid lately on the desirability of neighborhood schools largely because people were objecting to busing, but I don't know many examples of neighborhood schools which derive the one advantage that one really could get out of neighborhood schools; namely, the parents being actively involved in programs in the school starting with the lunch program. Such cooperation would be particularly valuable for the early grades where both breakfast and lunch could easily take place in the familiar surroundings of the classroom if the teacher had some help from mothers to the great benefit of children.

Finally, let me say a word about health. As long as the School Lunch Program has as an avowed aim the accommodation of agricultural surpluses, we shall continue to have a poor program. In urban centers the proportion of children who are overweight to the point of obesity is by now 10 to 20 percent of the country. We have studied this in the Northeast. These children need skim milk, they need fruit for dessert instead of high calorie dishes. In conducting programs for thousands of obese children in the public schools under a grant from the National Institute of Health, I have found time and time again that the strictures of the Milk Program and of the School Lunch Pro-

gram prevented me from teaching the children and adolescents with a weight problem to learn the best choice of food for them on the occasion of the School Lunch Program. It just did not lend itself to that sort of teaching. For the same reason, it is difficult to use the school lunch as an instrument to teach adolescents preventive nutrition, to avoid the number one health problem in this country—atherosclerotic disease of the heart and the vessels—even though experiments conducted by our Nutrition Department at Harvard indicates that modifying school meals help moderate the massive rise in blood cholesterol which boys suffer in the United States during adolescence.

What I am saying is that we need to develop new ways of feeding children and adolescents, first of all as regards emotional environment, esthetics and relaxation; secondly, as regards health. I would be strongly in favor of increasing the nature and the scope of the few experiments now developed in this regard and monitoring their results. Only when new methods and new attitudes have been developed which make school lunches truly adequate as educational and health activities would I be ready to recommend expenditures much in excess of those required to do the adequate welfare job that we have yet to achieve.

Thank you for your attention.

Senator McGovern. Thank you very much, Dr. Mayer.

At this point in the record, I would like to have included the statement of Senator Mondale, one of the members of this committee. Due to other pressing business, he was unable to be with us today but asked to have his statement included.

PREPARED STATEMENT OF SENATOR MONDALE

Mr. Chairman, Members of the Committee:

I am grateful for this opportunity to testify on behalf of the Universal Child Nutrition and Nutrition Education Act. This measure represents a significant and essential reform of our present approach to child nutrition programs. I have joined my distinguished colleague, Senator Humphrey, in cosponsoring his proposal.

For more than 25 years, child feeding programs in the United States have been enmeshed in a continuing controversy over which children should benefit, whose responsibility it is to see that they are fed, and how much money the Federal government ought to spend in order to meet its responsibilities.

Of late, the center of contention has been the school lunch program. First, there were Agriculture Department regulations cutting payment rates to schools for serving meals to needy children. Then, last week the Department announced new regulations to raise payment rates, but make eligibility requirements much more strict. In fact, this new income standard is more strict than those currently used by 44 states and it is strict enough to eliminate more than a million children from the program.

We hear that regulations like those put forth in August and October for the school lunch program are really budget decisions. They are designed to assure that the child nutrition budget will be held to last year's level, despite legally binding commitments to needy children by Congress and the President.

In addition to the school lunch example, we have also seen budget cutbacks in the Summer Feeding, Day Care, School Breakfast, Non-Food Assistance, Food Stamp and Commodity Distribution Programs. That is quite an impressive list for only the past few months.

Members of Congress can protest the kind of priority that places this kind of "fiscal discipline" above the requirements of law, and the health of our nation's children. We can introduce, and perhaps pass a new resolution to override the latest school lunch regulations.

Yet if we are to profit by our experience, I believe we must thoroughly reform the present structure of child feeding programs that permits this enormous waste of time, money and especially the health of nutritionally-deprived children.

Ironically, through all of the controversy over nutrition programs, we have never been able to ascertain to anyone's satisfaction precisely who among our children are suffering from serious nutritional defficiencies and what we *can* do to help them.

Senator Humphrey has proposed a remarkably sensible and simple solution to the question of how child feeding programs can actually do the job they were designed to do.

The proposal before us today utilizes the best information we have on the subject of child nutrition.

First, we know that adequate nutrition is essential to a child's educational development. Listlessness, absenteeism, and higher dropout rates are directly related to diet defficiencies. Each of these factors, in turn, diminishes the impact of our over-all investment in education.

We view a quality education as the right of every child in the United States. Still, there are millions of disadvantaged children who fall between the cracks in the current patchwork of programs to combat hunger. For these children, a quality education is like a sail without a boat. They suffer from malnutrition so severe as to impair normal growth, to increase the incidence of chronic illness, and, in some cases, to shorten life expectancy.

Unfortunately, we do not know how many children are in this deplorable condition.

But we do know that there are at least two million children from poverty-level families who cannot obtain meals in schools. We also know that there are twenty-five *counties in the United States* that receive no Federal food assistance whatsoever, and many more without food stamp programs.

Thus far, I have confined my analysis to information about poor children. But these facts do not tell the whole story. Results from health and nutrition surveys indicate that children from families with average and above-average income are frequently the victims of poor diets. The celebrated journalist, Nick Kotz points out in *Let Them Eat Promises* that dollar for dollar the poor actually spend their food allowance better than the well-to-do.

Instead of arbitrarily and artificially imposing a cut-off on which children should qualify for nutritious lunches in school, it is time we recognized that every child should be offered a balanced meal as an essential part of quality education.

A universal child nutrition program would provide that basic foundation for all youngsters. It would, at the same time, eliminate traces of paternalism in our treatment of the poor.

As author of a Senate-passed bill to create a comprehensive program for child development, I have seen impressive evidence that providing adequate nutrition in day care centers is a vital aspect of their job. I am especially gratified to see that Senator Humphrey's bill would provide assistance to day care centers to feed pre-schoolers. This is a wise decision since much of a child's educational and physical development is determined by his experience before he even enters elementary school. Good nutrition in these early years would help to prevent both physical and learning disabilities that only become apparent in later life.

I am also pleased to observe that the importance of nutrition education is stressed in Senator Humphrey's bill. Many children are still unaware of the effects of poor eating habits, as their parents were a generation ago. For schools now lacking instruction for these children, the Humphrey bill would not just encourage the development of programs in nutrition education, it would offer needed resources as well.

While no one would argue that the proposal before us would end all hunger in the United States, I believe this measure does offer an opportunity for Congress to take a dramatic step toward giving our children the basics they need to enjoy healthy, useful lives.

Earlier today, Dr. Jean Mayer, made several extremely useful points about our priorities and several suggestions for strengthening programs to combat hunger among low-income children.

While I believe we should move to a universal child nutrition program, I fully agree with Dr. Mayer that we should not delay welfare reform, nor supplemental food stamp assistance to all needy families.

Each of these steps is needed just to relieve the burdens of inflation and unemployment that fall hardest on the shoulders of poor families.

But if we are to be completely candid about our experience with poverty programs during the past decade, the Congress will have to recognize that programs to help the poor alone are the worst administrated and the worst funded in the Federal government. This is not through any fault of program directors, advocates for the poor or the intentions of members of Congress. It is because the poor simply do not have the political and economic power to apply pressure in their own behalf.

It is a remarkable testament to their own resourcefulness that we have any poverty programs at all. And if I were asked to vote up or down on a livable minimum income versus nutrition, special education, and all the other poverty programs we have now, I would have to say income is more important.

But to forsake a basic and universal program of nutrition until the Congress does accept a reasonable income guarantee for the poor, would be harmful to children, poor and non-poor alike.

In the last month, we have witnessed many dedicated men and women—school lunch directors, representatives of the American School Food Service Association, and members of Congress including Senators Talmadge, Ellender, and McGovern—who have worked very hard to make sure needy children can obtain Federally-guaranteed lunches.

But if we expect that Congress will always move as quickly as it did this September, I am afraid we may be very disappointed.

That is why I believe the proposal before us today would offer a sound solution to the central dilemma in child feeding programs. No longer would the poor be isolated from the many millions of other children who have exactly the same nutritional requirements and many of the same nutritional difficiencies as they.

We can begin to think of the welfare of these children and our entire nation—not as poor pitted against non-poor—but as essentially linked in the common future they will inherit. It is up to us to use the abundant resources we have to protect that future from hunger, sickness and ignorance.

Senator McGovern. Now, with regard to the Universal School Lunch concept, Dr. Mayer, of treating all children alike, one of the things that has concerned me that I see taking place in the country the more I move around is the mounting friction between the people that pay for these various programs and those who benefit from them. That is, I detect among the poor a growing uneasiness that somehow they are being segregated and treated as citizens who have to receive special charity.

On the other hand, people on the next level up who may be above the poverty level but they are not rich and they have tight budgets, develop increasing resentment because they are asked to pay for these programs but get very little in return in the way of visible public services.

I am wondering if that isn't a strong argument for going to a Universal School Lunch Program. We are dealing with children in the formulative period of their lives and where their emotional and mental development is just as important as the physical development, so it seems to me that one of the things that argues in favor of the School Lunch Program on a universal basis, is that you draw no distinction at all.

Does that appeal to you as a logical argument?

EXTREMELY STRONG ARGUMENT

Dr. Mayer. Mr. Chairman, I think that's an extremely strong argument in favor of the Universal School Lunch Program. I think that's the strongest argument in its favor. I think that any form of discrimination which effects children is very portentous for the future.

What does concern me is not the principle. It's simply that as I survey the social needs and the nutritional needs of the poor, this program most of which would be a subsidy to the middle-class, is so expensive that I can see more effective uses for the money in terms of nutrition, in terms of health, and in terms of welfare.

I think one of the things that ought to be explained to the American people, and I think most people don't understand it, is that all school lunches are already subsidized to a varying degree by the Federal Government and by the State. Let's say, Montgomery County in Maryland estimates that its school lunch costs are 72 cents plus the value of donated commodities. That means if the children pay 25 or 30 cents of the school lunch, most of it is subsidized, so we are really talking about a matter of degree rather than a difference, but I think that people don't understand it. They haven't really thought of the fact that they are paying only for a small fraction of what their children are receiving.

I also think that, again, a criticism of our educational system, the Federal law, thanks to efforts, particularly of yours, Mr. Chairman, is very clearcut. There ought to be no visible discrimination between the children who pay and the children who don't, and I think it's a measure of the indifference of many school administrators to the feelings of the poor that the difference is as visible as it is. It ought not to be that visible. It ought not be visible to the children.

Senator McGovern. I am very much impressed with what you said in your statement about the importance of creating a more wholesome and attractive atmosphere in which these school lunches can be served. That was the point Mr. Bettelheim made in a recent article which I inserted into the record* yesterday. I think that is very important.

The second question I want to raise with you may be more of a political judgment than one that you would make as an expert in this field of health and nutrition, but it does seem to me that when you raise this question of national priorities about what is possible to do within the limits of the budget, that we have reached a point in public opinion and maybe even in Congressional opinion, where we have the support building to put an end to malnutrition in the United States, and especially among children.

Now, recognizing that Congress doesn't always function in an ideal atmosphere, don't you think that some argument could be made that we have created a climate here, now, where we might get full commitment to reach every child at least once a day with a free school lunch? We may not be able to sell Congress on the idea of a minimum income for every family or the total elimination of poverty in the United States, but it would seem to me that maybe the climate is right to see that every child in this country is given a nutritious free lunch once a day.

If that's the case, as an old resistance fighter who has been trained years ago to seize on moments of opportunity, don't you think maybe we ought to seize on this one?

Dr. Mayer. Well, let me, perhaps, turn the proposition around. I think that if the pressures of the Office of Management and Budget

*See Appendix 1, p. 2524.

continue to exercise themselves on the School Lunch Program with as much meanness of spirit as some of the recent pressures have been, they will give no recourse to anybody but to fight for a Universal Free School Lunch.

Intent Was Very Clear

I think the intent of the Congress and the intent of the President were very clear at the time of the White House Conference that all needy children were to be reached and the type of restrictions that have been put repeatedly on the Department of Agriculture, forcing a roll-back in many cases of the children who were covered because the minimum set by the States were not the same as the minimum set by the Federal Government, this sort of haggling over the cost of school lunches for children who certainly need help, this is going to build up pressure for a measure which is much more expensive and which, is not the best way of using the appropriate amount of money.

I think that it's going to be very difficult to counsel middle course in a situation of that sort.

Senator McGovern. Dr. Mayer, in that connection, I don't want to speak for Senator Bellmon, but I think he would agree with me that the Congress really has made it quite clear that we don't want any child going hungry in this country in any classroom because they are poor. And yet, as you know, there has been a running battle here between Congress and the Department of Agriculture on these new guidelines which, to the best of the information we can put together on this committee—and we have had the staff look at it very carefully—the new guidelines will probably eliminate a million or a million and a half needy children.

Now, as one who is very closely involved on this, you have no doubt in your mind, do you, that both the President and the Congress has really commited themselves to ending that situation, to see to it that every needy child is reached?

Dr. Mayer. I think this is a very clear national goal. I think it's a national goal on which we have concensus. I see no possible excuse in cutting down the number of children covered and as I said, I think that cutting down the number of children covered at this point would only build a pressure for much more expensive measures if that's the only way to cover everybody.

I was saying, Senator Taft, that I think the cuts imposed on the Department of Agriculture by the Office of Management and Budget, which have eliminated a million or more children who are covered at the present under the School Lunch Program, will only build pressure for infinitely more expensive measures because it will appear that the only way to cover all the needy children is to cover all the children. We'll have to spend more money than I think is necessary to do a good nutritional job.

Senator McGovern. Well, in that connection, I'd like to have inserted in the record a news account this morning appearing in the Washington Post by Mr. Nick Kotz, in which he discusses the curbs that have been set on the School Breakfast Program and other feeding programs.*

*See Appendix 2, p. 2532.

He quotes Assistant Secretary of Agriculture, Mr. Lyng, as saying this is another effort to live within a fixed amount of money. That seems to me to be the rub, because I read the Congressional intent to be one of not rigidly limiting money when it comes to feeding needy children in the schools. I don't see how anybody can read the Congressional Record during the time we were authorizing these programs and conclude that Congress wanted to put a tight financial lid on what could be used to reach these hungry children, the ones who are poor.

Dr. MAYER. And I'm sure this was not the intent of the President. He made it very clear at the time of the White House Conference all needy children would be fed.

Senator MCGOVERN. Senator Bellmon?

Senator BELLMON. Thank you, Mr. Chairman.

I wasn't here for Dr. Mayer's statement but I have read the printed statement and I want to compliment you, Doctor, on the very fine way you have approached the problem.

On page 4 of your statement, I find that you comment on obesity in children, upon some of your experiences with them. I am curious if you feel that one of the values of a universal feeding program might be the opportunities that schools will have to do a better job of nutrition education, and perhaps, help avoid some of these problems that you come across?

MENU SHOULD BE FLEXIBLE

Dr. MAYER. I think the program as presently conducted, even in wealthy communities, often gives very little choice to students. I think it's unreasonable to have the same school lunch menu for a small girl who has a weight problem and for the captain of the track team. The main entre might be the same but there certainly should be flexibility such as availability of skim milk for one group as well as whole milk, different types of desserts of different calorie content; because of the constant efforts to accommodate surplus foods the administrators very often find that they cannot provide this diversity and in absence of this diversity, the most meaningful type of nutrition education, the one that you can demonstrate by influencing behavior while teaching nutrition is often not possible. This is a growing problem.

It's a worse problem on the East Coast and in the large cities in general than it is in the West in areas where the weather is better, where people spend more time outdoors. I have been watching children for over 20 years and there is very little doubt that in my area they are getting fatter and fatter and less and less fit.

Senator BELLMON. Do you see a Universal School Lunch Program as helping to cope with that problem?

Mr. MAYER. Let me put it this way. I would be wholeheartedly in favor of a Universal School Lunch Program if it coped with a number of problems such as health and education with which I think most existing programs don't. The teaching of nutrition as an important tool in preventive medicine is one of the things that ought to be programmed into it.

This is, incidentally, one reason why the majority of the members of the White House Conference felt that the School Lunch Program, being involved in health and in education as well as in welfare, really

belonged properly in the Department of Health, Education, and Welfare rather than in the Department of Agriculture. This is no criticism of the effort of a great many—and very devoted—people in the Department of Agriculture who have worked very hard and often very successfully to make it work.

Senator BELLMON. Back for just a moment to the problem of obesity, do you find in your work with children that children from poor families tend to suffer from obesity more than others or is there a correlation between obesity and income?

Dr. MAYER. We find in our work with adults that there is a considerable socioeconomic ingredient in obesity. By and large there is much more obesity among the poor than there is among the wealthy. In children it's not nearly as clear cut; it becomes more and more clear cut as adolescence proceeds.

I see it as a reflection of the fact that the social pressures are very much greater in the upper socioeconomic group than they are among the poor. When I speak about the poor, I'm not speaking about the destitute who might not have enough food because that's something else again. The wealthier part of the population is more conscious of appearance, is more conscious of the clothes, has more opportunities for physical exercise and recreation and outdoor life, and is thinner by and large than the poorer groups in the population.

Senator BELLMON. You don't associate the problem of obesity with the high starch content of the commodities that are distributed to poor people?

Dr. MAYER. It may be a factor. The commodities are not only high in starch—certainly, those people who have to live on commodities are not getting by and large enough nutrition. Not only are the foods very often unfamiliar and difficult to prepare, but the distribution of the foods within the commodities pay very little attention to such things as proportion of starch, proportion of saturated and polyunsaturated fat and so on. It's only very recently the Department of Agriculture has started the conscience of these aspects. Until then, this was not programed in.

Senator BELLMON. Well, does this same problem exist in connection with the school lunch policy that we follow at the present time? A good many of our schools do get what we call commodities and use them in preparation of the lunch. Is this a problem?

DEAL WITH PROBLEMS SEPARATELY

Dr. MAYER. Senator, I think we have got to decide as a Nation that we need a better agricultural policy than we have in terms of adjusting our production to our needs and our exports, and not try to mess around with that in the health of the children. I think as long as we try to combine the two we are not going to succeed very well.

I have heard somewhere a new proverb, which is "Never do a good thing for two reasons," and I think that this is a case where it would apply. I think we should try to cope with the two problems separately.

Senator BELLMON. That's all, Mr. Chairman.

Senator MCGOVERN. Senator Taft, do you have any questions?

Senator TAFT. Thank you, Dr. Mayer. I'm sorry that my other committee kept me from being here when you made your statement. I have

had a chance to just review very briefly the prepared statement which is a very thoughtful one.

I am a little confused, however; not because I didn't hear your full statement, but between your statement on page 2 that "At present, I am forced to conclude, as a nutritionist, that the Universal Free School Lunch has to receive a low priority as compared to the continued need to prop up the poor in a number of ways," and the statement that I think you made a few minutes ago that the only way to cover needy children is to cover all children.

Dr. MAYER. No, Senator. What I was saying is that we have to cover all needy children. I think——

Senator TAFT. All needy children?

Dr. MAYER. All needy children. I think that the President is convinced of it, the Congress is convinced of it, the public is convinced of it.

My point is that some of the recent monetary limitations that have been put on the Department of Agriculture would, in effect, cause a regression in many cases of the coverage of needy children at least in a number of States, such as, I think, Ohio, as well as any other States.

Senator TAFT. If Ohio wanted to readjust all of its programs to avoid that, Ohio could do that, could it not?

Dr. MAYER. Well, yes, it could if it——

Senator TAFT. I mean, it's going to get more money, considerably more money than last year. It's a matter of distribution.

Dr. MAYER. My point is that I would hope that we don't need to spend $6 or $7 billion that it would take to cover all children in order to reach all needy children; not that I am opposed to the bill as a principle, but simply because I think at present, I can see better uses in social policy for that money. What I would hope is that the administration of the program would not build up pressure for the immediate expenditure of that much money simply because there seems to be no other way of reaching all the needy children that should be reached now, and to my mind, we ought to be able to reach all the needy children.

Senator TAFT. You believe that methods can be devised, then, for doing this, for making this distinction?

Dr. MAYER. I think so, and it may need more money than is appropriated now.

Senator TAFT. Without the problems of stigma that might be associated with—the child being classified one way or the other?

STIGMA NOT ELIMINATED

Dr. MAYER. This is to my mind, the strongest argument in favor of the Universal School Lunch Bill, because in spite of the fact that it has been repeatedly stated by Congress and written into the law and regulations, that the stigma should be eliminated by proper administrative measures, in too many cases, this is not done well.

Senator TAFT. Do you have any suggestions as to how we might go about it? Let me ask you specifically what you think about making the contact with the parent at home rather than any distinction in the school itself.

Dr. MAYER. I think that the only way to do it is to determine at the beginning of the year what the situation is and make the payment outside of the situation where the children see money being paid. Even then people may still know who pays and who doesn't pay—It's very difficult to avoid—at the very least, there would not be a constant daily or weekly reminder that some children are in one category and some children in other categories.

This daily practice of discrimination is something which should be avoided at all costs.

Senator TAFT. Thank you very much. Thank you, Mr. Chairman.

Senator MCGOVERN. Thank you very much, Dr. Mayer. We appreciate your testimony today.

Our next witness is Mr. Dean Rhoads,* the President of the Lincoln Manufacturing Company. Mr. Rhoads, we'll be happy to have your testimony at this time, and if the others you have with you would like to join you at the table, that's fine.

Mr. RHOADS. Yes. I'd like to have you put up the poster if you will, please, Gil.

STATEMENT OF DEAN RHOADS, PRESIDENT, LINCOLN MANUFACTURING CO.; PANEL MEMBER, LARGE SCALE MEAL DELIVERY SYSTEM, WHITE HOUSE CONFERENCE ON FOOD, NUTRITION AND HEALTH; ACCOMPANIED BY GILBERT J. MOSEY, COMMUNICATIONS MANAGER, LINCOLN MANUFACTURING CO., FORT WAYNE, IND.

Mr. RHOADS. Mr. Chairman, members of the Senate Select Committee, I'm Dean Rhoads, President of Lincoln Manufacturing Company. We want to express our gratitude to you for giving us this opportunity to share our ideas with you today.

There are 52 million children enrolled in schools in the United States and on an average day, 10 percent are absent, leaving 46.8 million children present.

We are now serving lunch to 20 million plus, children each day. This program has grown since 1946, and about 1 million children have been added to the School Lunch Program annually.

However, in the past 2 years school lunch has grown at a more rapid rate and it is expected that it will continue to grow until all 46.8 million children are served food at school in both a lunch and breakfast program.

Currently, the annual cost of school lunch is over $2.2 billion. Half of this money comes from children who pay for their lunches, one-fourth, approximately, comes from State government subsidy, and one-fourth from Federal Government, and about half of the Federal Government's contribution is in the form of food commodities.

The concern is that the 26.8 million children who are not receiving a lunch are the ones who need it most.

Universal School Lunch, in its purist form, simply means that all children would receive their meals free, even those who can afford to pay.

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*See Appendix 2, p. 2529.

As a manufacturer of food service equipment, we have had the opportunity and challenge to watch and be a part of the growing School Lunch Program over the past 15 years.

Opportunity Is At Hand

But, Mr. Chairman, I think that this Nation has an enormous opportunity. The opportunity to feed all the children of America a meal during the noon hour in which they are at school. The opportunity to make a commitment once and for all to the many school districts, both large and small, to begin at once to accomplish the goals of universal school food service programs. Since 1956, when I founded Lincoln Manufacturing Company, my associates have surveyed, planned and installed hundreds of school food service facilities.

Now, our survey work on a grass roots basis, on a day-to-day level, exposes us to before and after studies of food service productivity, labor cost, nutrition effectiveness, and management. Through these studies we have developed our own research into school lunch in America, and have accumulated the data which we present here today.

Today I will relate from our own statistics. Now, these may vary from those of other groups, and, of course, are subject to a host of variables. The absolute exactness of each statistic is not important: however, the formula of how we arrived at these statistics is very vital here today.

After this hearing, any group can utilize these formulas, and we would expect them to arrive at similar end results.

The question is not the desirability of a Universal School Lunch Program in America. The question is its cost and its timing.

It is my opinion that the plan that we outline today, if interpreted into legislation, could bring a Universal School Lunch Program to America quickly and with a price tag that is realistic.

Unfortunately, I cannot convey this plan with a broad brush, for it is only through understanding the formulas and their details that you will be able to evaluate this system we propose.

What we are presenting is being utilized in over 200 school districts and can be verified. Therefore, the formula can be tested and proven.

The greatest promise to make universal school lunch a reality is found in the technology that industry has developed most recently.

Let me share with you developments in the food service industry. In school lunch we rate food service productivity by dividing the number of meals served into the number of hours worked. The result is that achieved school food service productivity would be about the same as our comparing propeller driven aircraft to our highest speed jets. School food service productivity is rated very, very low due to its lack of widespread utilization of current technology, and I think this is the key that will unlock universal school food service.

The school lunch industry produced 8 meals per worker hour. This speed of 8 meals per worker hour is a national average and some schools may produce as little as two meals per worker hour, and there are many that produce many more and many that produce many less—as little as two meals per worker hour.

Prior to 1956, nearly all schools in the School Lunch Program had unit kitchens. That would be a kitchen at every location where food is served. The average employee produced less than the present 8 meals

per worker hour—about 6 meals per worker hour at that time. In 1956, technology and systems were available that would have enabled the school lunch industry to achieve an average of 18 meals per worker hour. This was the result of development of the bulk food transporting system. This system enables a school to utilize its largest kitchen, one that it already has; bringing its best people expertise into a central location to prepare food for all of its schools.

Central Kitchen System Faultered

Educators discovered the outstanding food quality of this system and learned that meals prepared at a central kitchen would be only one-third as much in labor cost, and many school administrators changed over to this system. But this system has not succeeded as well as it should because it required a large first-time capital expenditure for a central kitchen and equipment, an expenditure that the schools just cannot have available to them on a one-time basis. This is basically because the schools budget on a school-by-school basis rather than an overall school basis. But what's interesting, if schools could have provided that capital at that time which was needed for that system, back in 1956, the school lunch labor since that time could have produced about 300 percent more meals for the same amount of labor dollars, which could have given us a very significant increase in productivity and would have eliminated many of the problems that we face today.

This is why I am recommending that in future legislation, that we first of all equip our schools to utilize the new technology, the new systems, so that we do not repeat that same mistake again.

My point is simply this: If we take the same approach to solving the problems as we have used in the past, we cannot solve our basic problems with any amount of money. Where do we find a million people or more that would be required to construct the kitchens, to manufacture the equipment, to cook, plus serve the food?

More recent developments in food service equipment are the Pre-Package Large Scale Meal Delivery Systems, a very outstanding system. With this system the same central kitchen prepares the food, but the major differences are that 3- to 6-thousand meals per hour are packaged in aluminum foil containers on high speed conveyers at the central kitchen.

Our solution to solve the problems of malnutrition in the age group of children in our school systems is simple, effective, low cost, and can be utilized in any school. It takes advantage of all the new and modern technology that has been provided by our American industry. The school, in this case, is not required to have a kitchen or dining room. Food served through this system can meet the Type A meal requirements established by the U.S. Department of Agriculture, and can be varied enough to provide in addition to luncheon menus, breakfasts, nutrition breaks, and dinner.

Food quality is better due to our employing the best cooks in one location. The distance of the kitchen away from the serving area, the problems of rough roads, traffic, dust storms, snow, or ice presents no problem as the food is sealed for cleanliness and maintains temperature.

It is an airline-type meal, protected for nutritional quality. The system can be modified for unit kitchens, central kitchens, commissaries, and can be utilized with foods: hot, cold, or frozen.

For example, with this system food prepared this morning in San Francisco could be transported and served here in Washington, D.C. 4½ hours later at perfect serving temperature. The food is not affected by loss of nutrition, loss of color, taste or moisture.

The system can utilize canned foods or frozen factory pack, or any other form of convenience foods, or fully prepared kitchen foods. It satisfies the need to vary and market food in such a way that the children will enjoy the food and participate in the School Lunch Program.

At lunchtime, a part-time worker—a housewife, perhaps, working 2 to 3 hours a day—receives the food at the satellite school, wheels it into a food conditioner (similar to an oven, except for more gentle heating), and heats up to 300 meals in less than 30 minutes. Children are served a nutritious hot lunch along with cold salads, milk, and desserts. This system—contrasted, now, with the meals per worker hour—produces up to 54 meals per worker hour, with a conservative national average of 30 meals per worker hour. The quality of the meal with this system can be just as good or as bad as the food that goes into it. The children serve themselves with this system, freeing school lunch workers from drudgery, utilizing their talents for nutrition education. The aluminum foil containers make this system ecologically efficient.

System Is Handicapped

Today, even with this great break-through in technology, this system is handicapped by original investment, even though savings may pay for this system in less than 1 year. Nevertheless, it is difficult for the school districts that need it most to afford that initial costs.

Let's bear in mind that in America we have always utilized the most practical, economical, and efficient systems available, and while cost comparisons will tend to fit the laws of "economics," the true benefits may be the dollar margin it allows, to buy nutrition education and better quality foods. And, as Dr. Mayer mentioned just a few minutes ago, to dress up the serving areas and to make them more livable and to make them more interesting to the students.

It is logical to assume that the area of greatest benefit of this system in school lunch is in utilizing existing labor, but other benefits accrue: We can utilize our school lunch professional workers to the maximum; food costs are reduced. There is a challenge for nutritional food standardization and improved quality along with lower distribution costs. Our dollars for food will buy better and more nutritious foods. Nutrition improves—for example, a national nutrition educational training program can be used. The system can be computerized for nutritional audits, and to answer the question asked by Senator Bellmon, about what happens with obesity, we could find out, through nutritional audit exactly what is happening to the children in our School Lunch Programs at the end of given periods of time.

The reason for sharing these new industry technologies with you is two-fold:

1. We want to assure you that the industry is capable of supplying the equipment systems necessary to support a Universal School Lunch Program.

2. More importantly, to convey that this new technology can reduce costs sufficiently to make a Universal School Lunch Program feasible much sooner than might otherwise be possible.

CHART A

	COSTS USING PRESENT METHODS	COSTS UTILIZING LARGE SCALE MEAL DELIVERY SYSTEMS	DIFFERENCE (SAVINGS)
A. CONTINUE CURRENT STATE & FEDERAL EXPENDITURES			
Gov't. Cash $300 / Comm. Value 265 / States Contrib. 547	$1.112 Billion	$1.112 Billion	-0-
B. PICK UP TAB FOR WHICH CHILDREN ARE NOW PAYING	$1.104 Billion		
C. PAY FOR MEALS OF THE 26.8 MILLION CHILDREN THAT WILL BE ADDED TO THE PROGRAM	$2.560 Billion	$2.309 Billion	
TOTAL ANNUAL COSTS TO GO UNIVERSAL	$4.776 Billion	$3.421 Billion	$1.355 Billion Savings
ONE TIME EQUIPMENT COST	$3.350 Billion	.936 Billion	$2.414 Billion Savings
	$8.126 Billion	$4.357 Billion	

We are spending in 1970, Government cash of $300 million in this program commodities valued at $265 million, and the States' contribution of $547 million. This brought our cost or our contribution cost of both State and Federal Governments up to $1.112 billion.

The children are paying for lunches another $1.104 billion. If we go into this Universal School Lunch Program using the present methods, which we consider are antique, the cost is going to be much higher and the cost for adding the 26.8 million children to the program if we go the present way is another $2.560 billion.

Now, for your consideration of costs, if you are going to think in terms of what additional moneys it would cost us to go into the Universal School Lunch Program the present way, we would, of course, first of all add additionally to what we are spending the $1.104 billion and another $2.560 billion, but this brings the total price tag up to $4.776 billion on an annualized basis for the Universal School Lunch Program, but even this cannot be accomplished.

As I said, any amount of money will not solve the problem without first of all solving the basic problem of the proper tools to work with. We need to equip many of the schools in this program to feed the 26.8 million children.

Many of these schools do not have any equipment whatsoever. Some will have to have upgraded equipment, some additional equipment to accommodate the added load of the number of meals produced.

Now, this price tag, using the unit kitchen concept, which is the traditional concept of having a kitchen in each location where we are serving food, would add on a one-time basis, whenever we do it. If we do it one-shot, it would be $3.350 billion. If we do it over 5 years, you would divide that amount by five—annualized amounts totaling $3.350 billion—but this is what the total cost would be and once it's over and that's a one-time cost. We have to consider that the first time cost of a Universal School Lunch Program that first year, if in fact it could be done in one year, would be $8.126 billion.

System Produces Annual Savings

Now, the system that we are proposing, the Large Scale Meal Delivery System, the numbers here are the same as far as the input; the $1.112 billion of Federal cash; Federal commodities, and State aid still would be the same [indicating], but the cost of paying for the 46.8 million children that are now in the program would only be an additional $2.309 billion.

In other words, by going this way, we can save on an annualized basis $1.355 billion.

Now, the catch is in order to achieve this, we must do a proper job of equipping for Large Scale Meal Delivery Systems and that cost, again, is a one-time cost of $936 million, contrasted to doing it the other way and spending $3.350 billion which is the unit kitchen concept, or $2.414 billion saved, but once that money is invested we can save that $1.355 billion each year thereafter.

Chart B.—The Lowest Cost and Best Way to Offer Universal Food Service in Schools

1. Equip *all* schools with Large Scale Meal Delivery Systems—*One Time Cost*	$936 Million
2. Spend annually over amounts spent in 1970—That amount was $1.22 Billion	2.309 Billion

By spending this $936 million for equipment you will save $1.355 billion every year compared to proceeding with Universal School Lunch without buying equipment for Large Scale Meal Delivery Systems.

Now, as a prudent businessman, I tried to determine what's the lowest cost method to approach this program and to provide the Universal School Lunch Program at a price that wouldn't be frightening to the Congress, and this is the lowest cost method that we can determine: If we would equip the schools with the Large Scale Meal Delivery System, which is a one-time cost of $936 million, and by the way, that cost is for going back and redoing all the schools that are now in existence so this would mean that every School Lunch Program in America would be equipped to provide the greatest efficiency; then the amount that we would need to spend thereafter over our present $1.112 billion, which was in 1970—it's much higher now, Mr. Chairman—but our added cost on 1970 figures, once we had this equipment, would only be $2.309 billion per year.

Now, when we compare this with the testimony of all of the prior cost estimates of this program, this is a substantial savings which, I believe, could lead us to Universal School Lunch Programs much more rapidly than would otherwise be feasible.

CHART C.—THE DIFFERENCE

	Billions
Savings the first year	$3.769
Savings each year thereafter ($1.355 billion×20)	27.100
Total (21-year savings)	30.869

Now, let's look at it this way. We said that in 1956, we made a mistake by not starting to utilize Large Scale Meal Delivery Systems. We have also made some mistakes very recently by not doing this. Some of these programs that have come on stream recently have been crash programs, and as a result, we have not taken into account proper equipment and the resulting productivity in many cases is less than 8 meals per worker hour.

We have in this crash program not always taken into consideration proper sanitation, cleanliness protection of the food from a nutrition standpoint and quality, so we need to repair these programs. However, if we don't set a correct course for the future, if we go into a Universal School Lunch Program, heaven forbid, and make the same mistakes we have made in the past, *over the next 20 years*, our government—either the Federal or State governments, is going to spend $30.869 billion more than would need to be spent, that's why I think it's so vital we do not repeat these same mistakes again.

Now, I appreciate the opportunity, as an equipment person, to talk to you about tools because this is something that the Congres has not been presented with before. It's just like production in our plant. Manufacturing facilities must take into consideration proper tools and equipment. This is how we increase productivity levels and yet, the Congress has not been exposed to this kind of information and I hope that you will hear more and more testimony of this type to see how we can pay for these programs and save money.

CHART D

HOW WE FEED 46.8 MILLION CHILDREN WITHOUT ADDING ANY LABOR COST!

NOW EMPLOY

NO. OF SCHOOL LUNCH WORKERS IN 1970

312,500 EQUIVALENT OF FULL TIME WORKERS

NEEDED FOR UNIVERSAL SCHOOL FOOD SERVICE

NO. OF SCHOOL LUNCH WORKERS NEEDED WHEN UTILIZING LARGE SCALE MEAL DELIVERY SYSTEMS FOR LUNCH ONLY

195,000 EQUIVALENT FULL TIME WORKERS

—— FORMULA ——

195,000 WORKERS

240 MEALS PER WORKER DAY / 46,800,000 MEALS PER DAY

Now, let's see how we can do this. How do we feed 46.8 million children without adding any labor costs? The facts are that by using Large Scale Meal Delivery Systems we will need to serve every child

present in schools in the United States, 18.6 million of them, we need 195,000 equivalent full-time workers, but today we have 312,500 employees. The American School Food Service Association show 350,000, so these figures are conservative, so we are saying that we can accomplish this job and serve 46.8 million children in America for only, (a) one-time cost of equipment, (b) the food alone. In other words, we are not going to be spending any more money from this day forward with this program for labor. As a matter of fact, we are going to spend much less money because we are going to have less workers involved.

CHART E.—HOW WE ADD 10 MILLION CHILDREN TO THE PROGRAM FOR A ONE-TIME COST OF $936 MILLION

	Billion
Cost for food and labor for 30 million children utilizing large-scale meal delivery systems	$2.193
Less Federal and State aid	1.112
Total	1.081
Children new	1.104
Pay (no additional cost)	—0—

FEED MORE FOR LESS

Now, let's look at this. How do we add 10 million children without costs? Let's take another option. Supposing we agree that we utilize Large Scale Meal Delivery Systems and equipment; that's the first step. This is the foundation we are going to lay before we build the program. Now, let's just see what happens if we equip these schools one time with Large Scale Meal Delivery Systems throughout. We are going to spend our $936 million. After we do this: if we don't spend another dime in school lunch, we are going to be able to accommodate 10 million more children than we have now in the program. In other words, we are going to go from the 20-plus million children to 30-plus million children, and we are not going to spend any extra money for food, nor will we spend extra money for labor. The only cost that we are really going to be spending is the cost of the equipment that makes the Large Scale Meal Delivery System so productive, which is the $936 million, and that accommodates, Mr. Chairman, all of the School Lunch Programs, in the United States; even those that were started back before the 1946 period. This would pay for equipping all of them.

Now, I point this out as a statistic because it's easier to convey this way, but in practice, there are many options on the program. Obviously, the starting option would be to equip all added schools from this day on with Large Scale Meal Delivery Systems so as not to repeat the same mistake twice. After that program is well-established and we are feeding the hungry and malnourished children first, then go back and repair the other programs and save this money, but the cost savings is so great that we can not ignore them.

Technology is changing, Mr. Chairman, hopefully, while we have progressed from 8 meals per worker hour to 16, and now up to 54, but with a national average of 30 conservatively possible, every year the technology should improve to a point where it's continually improved

to a point that additional savings would hopefully overcome the inflationary spiral costs for food and labor which we must deal with in this type of consideration.

The basic problem is that we cannot expect the school districts to pay this kind of costs. They don't have the money available. They are having a lot of problems back at the grass roots level today maintaining the school system as they are, and to expect them to come up with additional money to do this job would be the same problem, if not a more difficult problem, than we had in 1956, so the eventual solution is to equip these districts and help them get started, even if it were in the form of a loan which could be repaid, but in any way necessary to help them get started to enable them to do this job more economically.

Now, the eventual solution must be to give all children an equal opportunity. There are many reasons for it and I feel that regardless of our political affiliation or how we feel about welfare, that we should all get together and solve this School Lunch Program once and for all. Our present School Lunch Programs are difficult. The Livonia, Michigan School System is called "Mother Hubbard's children" because their cupboard is bare. A lunch program that served last year in 26 schools closed down. They are not serving food anymore. Five hundred children were receiving lunches free. Livonia no longer offers an elementary school lunch program because of the constant changes and uncertainties that the school administration faces. They had a cutback of funds and lately at Livonia, at least, the school lunch there is like a revolving door with all the people going out and no one going in. It's a drop-out problem in reverse.

This is just an example of what is happening in school districts all over this Nation. Unless we take some positive steps now, Mr. Chairman, to solve these problems once and for all, I'm afraid that we are going to develop such a lack of confidence from school administrators that there will be many more of them that will eliminate school lunch simply because they can not deal with the complexities of the regulations and the uncertainties of funding.

I feel that the real cohesive force that's held all this together, is the dedication of the American School Food Service Association. I'd also like to hitchhike on Dr. Mayer's statement about the members of the School Lunch Section of the Department of Agriculture and State School Lunch Directors, and an army of many school administrators who have long realized that their hungry children cannot learn, and who have done a tremendous job to attempt a nutritional education program.

You have heard the testimony of Dr. Taylor, Superintendent of Schools in San Diego, Texas. In this regard and I consider him an authority. He found that after feeding his children first, he could teach them, but otherwise, he could not. As we recognize that school lunch is a really true and integral part of education, we need to proceed with a program that will help all children obtain a better education.

Let's Win War on Hunger

Back a couple of years ago when our committee sat on the White House Conference on Panel V–4 and discussed this, we heard the

statements that there was in fact a war on hunger and malnutrition in the United States. Well, if there is in fact a war against hunger and malnutrition let's plan to win by first equipping the army of food service workers with the proper tools instead of just adding more people and perpetuating inefficiency.

Local schools do not have the proper facilities or proper equipment at this time to accomplish a 100 percent School Lunch Program, but they can do it with your help. Our industry shares the concern of this committee and the Congress over the great problem to cure the nutritional deficiencies of our children and we certainly pledge our support to you to do our part.

I am confident that if given the challenge of a Universal School Lunch Program the food service equipment industry and the food industry—will have the ability to support the needs of a Universal School Lunch Program and I personally hope that you will proceed with it rapidly, to solve these problems of children who do not have the capability to testify to their own needs.

Mr. Chairman, in closing I really believe that the group here, that develops the policy to provide nutrition for all American children in school, proves its responsibility of concern for all Americans and rightfully deserves to sit in the highest seats of authority.

Thank you very much for asking me to testify here before you today.

Senator McGovern. Well, thank you very much, Mr. Rhodes. I think this presentation you have given us today is one of the most carefully constructed and comprehensive and compelling statements we have ever had presented to this committee. I have been most impressed with it. It's a very strong case that you make and in my judgement, an unassailable one, on the hard facts that you present.

I just wanted to ask two or three questions. We are going to have to limit our questioning because we want to hear Mr. Stephens before noon, but I'm wondering if you, as a member of the White House Conference on Food and Nutrition and Health, had the same interpretation that Dr. Mayer did, that the commitment to the Universal School Lunch Program was a qualified one.

You heard him say that he thought it was really not a full statement, a full commitment, but was a qualified endorsement.

Mr. Rhodes. Well, Dr. Mayer referred to two groups on that commitment. One was Panel V–3 and the other Panel V–4. I can only speak as a member of V–4 and our chairman, Harvey Stephens, follows me this morning. Perhaps he could answer this question much better than I, but it's my feeling sitting on the committee and working on many of the problems, that it was really obvious to everyone that the fractured programs of the Department of Agriculture, the regulations that appeared to be different than the intent of the Congress, the difficulty of understanding regulations cried out for a simplified solution. I made the statement in one of the meetings that you really should be, if you are a poor person in the United States, that you should first of all have a law degree, because the regulations were very difficult to understand, very difficult to comprehend, and there were many arguments and discussions within our committee as to the intent and the understanding of these.

Universal Program Is a Solution

I was concerned about the commodity program and about what its really true value was. We certainly came to the conclusion after all of this testimony and all of the concern that this problem did need to be solved for once and for all, and a Universal School Lunch Program is a solution.

Our committee did bring out of its committee a recommendation for the Universal School Lunch. I voted for Universal School Lunch; I'm in favor of it. I don't really recall the vote, whether it was unanimous or not however any dissent would have become a permanent part of the White House Conference Report. I recall that the suggestion was that we try to accomplish this within a 5-year period. That was 2 years ago. I think Harvey Stephens could probably given you some more information as to whether in fact it was unanimous, but I left there feeling that it was; that my associates felt the same as I, because we did reach agreement on most of these recommendations before they left our committee.

Senator McGovern. Mr. Rhoads, as the head of an important company and a person that has to deal with priorities all the time, is it your judgment, and I think I know the answer to this from your testimony, but is it your judgment that this country can well afford to finance a Universal School Lunch Program? That is, considering the other priorities before the country, is it your judgment this is one we ought to put high on the list and that is within our reach?

Mr. Rhoads. Mr. Chairman, before anyone could answer that question they would have to put a price tag on the effects of not having it.

Senator McGovern. Yes.

Mr. Rhoads. For example, what is the cost of malnourishing a child by 10 percent of his brainpower, 20 percent of his brainpower, 30 percent of his brainpower.

Now, I personally, and my associates, have been in enough School Lunch Programs to know that we are effecting the development of the brains of the children in school. Now, when a child comes into a classroom as we witnessed in discussion with teachers in Indianapolis, Indiana, prior to a School Lunch Program the child would arrive in the morning put his head down on the desk, and rest. He had not had proper sleep, he had not had proper food. The first couple of weeks the children eat proper food they really cannot digest it properly and become ill. If Indianapolis had not developed a School Lunch Program the child would have had either no lunch at all or would have had something, certainly, less than satisfactory; nutritionally.

Now, what happens to that child? What happens to us? Everyone of us use food as fuel and I find that I am very inefficient when I don't have food on time and proper amounts of food. The same thing applies to a child except in their development stage the damage to their brains is permanent, where the damage to us if we are completely developed, is we don't feel as good, we don't act with as great enthusiasm as we might otherwise, but with a child it is a permanent damage.

Now, if someone can tell me what this is worth to produce a generation of children that are not as good mentally as they could be, then I would still have to say that regardless of the cost, that we cannot

afford in America to have one child mentally impaired because we don't provide proper food.

Well, what is the cost? Now, let's assume that all the children are eating at home. On one side, the parents pay all the costs and the child is eating, but the added cost is the reason all children are not eating, so the cost from a gross national product standpoint is the difference, with the price tag just moved to another spot. Universal School Lunch will be a higher cost on a gross national product basis because the child is not otherwise getting food from home, and therefore, we will be providing fuel for a child that otherwise would not have it, so I feel—the same as I would in our factories where food is provided. Industry considers that food service programs are essential. They wouldn't think of building a factory today without providing some type of food service because they know that the productivity would be reduced and a worker without food fuel cannot do his job, so I have to say that when we talk in terms of the fairly small cost on an annualized basis over what we are now spending, it would seem to me that it is a sound investment to provide food fuel to our children who are captives of our educational facilities.

Need to Reorient Priorities

Now, perhaps we need to reorient some of our priorities. For example, we have been integrating by busing and we have been spending more money to move a child from one school, from his home to another school than it would cost to feed that child, and in many cases, we are moving him from a school that has a School Lunch Program into a school that has none, and this isn't too logical either. I think that we're simply integrating into hunger and malnutrition more than we are children and I would have to vote for spending the money as a businessman.

Senator McGovern. Well, I'm very impressed with your analysis, Mr. Rhoads. I wish we had time for more questions, but I do want to get Mr. Stephens' testimony in today. We thank you very much for your appearance. It's most helpful to us.

Mr. Rhoads. Thank you very much.

Senator McGovern. Mr. Stephens?

STATEMENT OF HARVEY T. STEPHENS, EXECUTIVE VICE PRESIDENT, ARA SERVICES, INC., CHAIRMAN, LARGE SCALE MEAL DELIVERY SYSTEM, WHITE HOUSE CONFERENCE ON FOOD, NUTRITION AND HEALTH, ACCOMPANIED BY EDYTHE L. ROBERTSON, STAFF FOOD CONSULTANT, ARA SERVICES, INC.

Mr. Stephens. Mr. Chairman and distinguished members of the Senate Select Committee on Nutrition and Human Needs, I am Harvey T. Stephens, executive vice president of ARA Services, Inc., and I am also told that I am losing my voice. I am most appreciative of this second opportunity within a month to offer you my views on behalf of the food service management industry. I was here a few weeks ago and

talked about the archaic commodity distribution system which is plaguing us.

Senator McGovern. Let me just say before you proceed, Mr. Stephens, if you want to insert part of this in the record, your whole statement is going to be carried whether you read it or not.

Mr. Stephens. Thank you. The subject—a Universal School Lunch Program—is an extremely vital one, not only because of what it can do to help meet the crucial need for proper nutrition among our young people, but also because of its potential value in educating all Americans to the importance of good eating habits to their physical and mental well-being. As a representative of an industry that is engaged in the management of food services for all segments of the population, it is my hope that we can be helpful in your appraisal of the School Lunch Program and the current bills before both the Senate and the House.

I speak both as a representative of a major company in the food service management industry and as the former chairman of the panel on Large Scale Meat Delivery Systems at the 1969 White House Conference on Food, Nutrition and Health. This Conference, with its 26 panels, brought together a large number of extremely well-qualified people who spent months in penetrating analysis of America's nutritional needs and methods of meeting them. You have just seen evidence of this in Dean's very fine presentation.

Four Goals of Lunch Program

Our panel, Panel V–4, stated four goals for the School Lunch Program. These were:

1. A school lunch containing one-third of the daily recommended dietary allowance at no cost to economically needy students by 1970. This has, on paper at least, been achieved.
2. The same for all students by 1975, certainly attainable if a suitable bill goes through Congress this session.
3. Provision of one-half of the dietary allowance for economically needy children at no cost, also by 1975.
4. Provision of all school-day nutritional needs for all students at no cost to recipients by 1980.

The Universal School Lunch was also recommended by several of the panels as an important step in the direction of improved nutrition and health. I am today more than ever convinced that such a program is imperative to America's goals and that it should be put into operation as soon as the necessary foundation of legislation and implementation can be properly established, possibly within 2 years or by the 1974–75 school year at the latest. And this was the time that our panel recommended this be done; not immediately.

While I whole-heartedly support this program for federally-funded meals for all students attending primary and secondary schools, I am opposed to the bills now before the Senate and the House. These bills are not complete enough, not clear enough, and they lack the necessary safeguards and controls essential for such a significant piece of legislation.

The Universal School Lunch Program is a very large commitment. The moneys involved would be more than double the $2.5 billion we now spend feeding the armed forces. For this reason, it would be best approached by the creation of a new, clear, comprehensive bill: a clean bill, which would recognize that what we are dealing with involves the health, the education, and the welfare of all of America's young people and, necessarily, of their families as well.

The existing legislation, with its accrued amendments, is built on the foundation of a surplus commodity disposal program, a foundation which has never been satisfactory nor functional. It does not recognize correctly the nutritional needs of children who range from kindergartners to high school seniors, nor the problems of efficient food distribution and production operations at the school level. In fact, it was the recommendation of many panels of the White House Conference on Food, Nutrition and Health that the new and greater potential role of the School Lunch Program be recognized by transferring the responsibility for it to the Department of Health, Education and Welfare, and I might add to this that all of our recommendations for the Universal School Lunch Program for students that were contained in those four objectives I mentioned to you are based on the transfer from the Department of Agriculture with the clear evidence it does not belong, to HEW, which is an organization properly located.

In framing a new bill, Congress should take into serious consideration the many pertinent and useful recommendations that came out of the White House Conference on Food, Nutrition and Health. This historic session brought together the best minds and experience in our country in such fields as nutrition, health, school lunch programs, food service management and science. Their reports and recommendations, and I'll point out a few in a minute, are available for use in writing an effective bill to get the Universal School Lunch Program underway successfully.

Bills Contain Serious Deficiencies

First, however, let me cite some serious deficiencies in the bills currently before the Senate and the House.

In Section 2(a)(5), the quantitative and qualitative nutritional base should be included and spelled out in detail. This is the only way in which the monetary value of the food can be determined, a very important factor when you are dealing with a $5.5 billion program which will become by far the Government's largest food service project. I am attaching to this report the recommendation of our Panel—V–4—on food systems for population groups up to age eighteen. It cites the inadequacies of the traditional Type A lunch, both nutritionally and in responding to the desires—food preferences—and needs of the youngsters.

It offers instead, a menu pattern based on nutritional needs listed in the recommended Daily Dietary Allowances developed by the Food and Nutrition Board, National Academy of Sciences, National Research Council. This suggested menu pattern takes into consideration, as the national guideline for dietary needs, food requirements by age, activity and sex for students in an institutional environment. The Department of Agriculture school lunch legislation calculates its values

from four food groups in the so-called Type A in a manner too general to be either practical or effective.

Section 3 delegates responsibility for the Universal Food Service Program for Children to the Department of Agriculture. If the program were assigned to the Department of Health, Education, and Welfare, as recommended by the White House Conference on Food, Nutrition and Health panels, its relationship with the State educational agencies could be strengthened and made more effective in furthering nutrition education programs that so logically tie in with school lunch. The funds and their management would then be focused on the achievement of health and health education, rather than on agricultural economics.

I think it has been agreed by almost everyone that adequate nutrition is vital to life and the educational process; that a well nourished youngster is capable of learning and that a malnourished one suffers incapabilities. This is one cogent reason why the Department of Health, Education and Welfare should administer this program. Even the current law, P.L. 91-248, in Section 4(b) reads, and I quote:

> Appropriations for the purposes of this Act shall be considered, for the purpose of budget presentations, to relate to the functions of the Government concerned with health and education.

Section 5 of this proposed bill is most disturbing to the private sector, which only last year was permitted to provide management and service skills to school districts seeking such assistance. I'd like to point out that ARA Manufacturing Co., for example, which has been serving students for nearly half a century, has contracts with many public school districts throughout the country for provision of food services. And this summer, in New York City, we prepared 200,000 lunches each day for a youth enrichment program there. The facilities, experience and management know-how of food service companies are available to help make the School Lunch Programs a success, whatever the obstacles at individual locations.

We are apprehensive that Section 5 of the proposed bill may be interpreted in such a way as to turn the clock back to the days when the use of industry's capabilities by the schools was arbitrarily foreclosed. Discrimination against industry participation in this program could cause its utter failure.

Also, what is meant in Section 6 (6) by operating "on a nonprofit basis under the supervision of the governing authorities of participating schools or service institutions"? Department of Agriculture Regulation 210, Sections 11 A and B, now permits schools to take advantage of the capabilities of industry. And industry, while entitled to a reasonable profit for supplying management, just as for supplying food, is in a position to save the schools time, money and travel in many cases. Schools are there to educate, not necessarily to operate restaurants. The use of professional food service management companies by hospitals, nursing homes, colleges and universities is a well-established practice and has provided a valuable service to these institutions for many years.

In Section 5(e), the first part seems redundant, referring to determining eligibility of "applicant schools and service institutions to

participate . . ." We were under the impression that all schools would be eligible under a Universal program. We feel, too, that local school districts should determine their need for outside help in running the food service, not have to rely on the concurrence of State agencies as this section implies.

Restriction on Employees

On the question of professional food service, the last sentence in Section 16 also seems to be in conflict with the Department of Agriculture Regulation permitting assistance from industry. It reads:

> Any employee paid in whole or in part with funds provided under this section shall be included under either a merit, civil service, or tenure system covering employees of the State educational agency.

As I've indicated, our company has numerous contracts with school districts in which the employees are ours. Naturally, we are flexible to the wishes of each local district, but we see no reason to include a restriction on employees such as appears in Section 16.

There is another part of Section 5, namely (d), stipulating unnecessary restrictions on the sale of extra food and beverage items. Beverages are necessary to supplement water intake in various climatic and geographic areas. Limitation of such items from diet indicates lack of knowledge of body biochemistry. Also, we have learned through ARA food preference surveys that you can't force students to eat certain foods just because you tell them they are good for them. Today a majority of schools operate on the "closed door" policy. The students are not permitted to leave the school premises at noon; therefore, they eat in the school or bring their food from home. It is absolutely essential, therefore, that a variety of food be available to the students. Many schools present a well-balanced diet in their a la carte food service program. Eliminating the a la carte items might be the difference between food and no food to some students. Similiarly, restrictions of a la carte items can cause hardships on religious holidays during which some students may not be permitted to partake of the standard Type A menu offered.

Section 6 (a) and (b) covers the use of surplus commodities opposed by panels at the White House Conference on Food, Nutrition and Health. In our Panel, for example, operational staffs of the Department of Defense, Bureau of Federal Prisons, National School Lunch Program and Pre-School and Migrant Children in HEW, which are areas of responsibility of the panel I chaired, all rejected use of surplus commodities and products obtained from price-support programs. Instead, we urged that cash subsidies be increased so that purchases of foods and supplies may be based on meal planning and thus reduce waste and confusion. Since the Department of Agriculture is commodity-oriented, it will continue to dump surplus products on the School Lunch Program simply to maintain its price support philosophy.

Many of these products have virtually no possible use, such as carloads of ripe olives. Proposed legislation before the Congress for Family Assistance Planning provides cash and eliminates distribution of food commodities. The same applies to the expansion of the Food

Stamp Program. There will be no place for surplus commodities when the above-mentioned programs are implemented. Am I to understand that in the future, when these programs are implemented, schools and other Federal institutions will be the sole dumping ground for surplus commodities?

Section 7 (a) also disturbs me. It apportions funds to States based on last year's school attendance. Since appropriations are made a year ahead, it means that there will be a 2-year lag as far as funding is concerned. The section also allows a maximum flat rate of $90 in Federal assistance per child per year for all States. This comes to 51.4 cents per meal, a figure inadequate to meet one-third of the child's daily nutritional requirements inasmuch as the Department of Agriculture has calculated the average cost per lunch for 1971 to be 65.8 cents. It appears unwise to try to establish a fixed rate without any food or labor cost escalation clause, or recognition of cost difference such as those between Alabama and Alaska. It is reasonable to believe this should be tied to the cost-of-living index within the individual State. Not to do so means that legislation would be necessary for any change; a timely and cumbersome procedure in any congressional year. The Bureau of Labor Statistics provides price information showing that urban areas should not be grouped with rural sections at the same figure as is done here. This is further evidence against one flat rate.

Since this is a Federal program, there would appear to be no need for State-matching funds. To achieve the President's goal of feeding all hungry children, the success or failure should not be left to the questionable fiscal condition, and I would add, or enthusiasm, of the States. This is especially true for States with large urban populations where help may be needed more.

Nutrition Education Program Important

As important as the School Lunch Program is, we must keep it in context with an even larger effort; namely, better health for all Americans. In a real sense, "we are what we eat." For this reason, a truly effective program of nutrition education is a matter of urgent importance.

Dr. Arnold Schaefer reported to your committee in 1969 that malnutrition is prevalent in our society at all income levels. Poor eating habits and lack of nutritional knowledge contributed to the deplorable situation just as much as the lack of an adequate income. In 1965, the Department of Agriculture Household Food Consumption Report indicated that more people had submarginal diets that year than a decade before.

It took the White House Conference on Food, Nutrition and Health to focus the Nation's thinking on its own nutritional needs. It is clear that a great segment of our population lacks the nutritional knowledge to select foods which will supply their nutritional needs. One of Dr. Jean Mayer's favorite statements is that we are a Nation of nutritional illiterates, and I think we have information that it moves across all the economic stratas in our country.

These gaps in public knowledge of what constitutes good nutrition have contributed adversely to the well-being of Americans so far as

hunger and health are concerned. We need a coordinated, stimulating program of nutrition education to improve and maintain our level of health. Our hospitals are filled with people suffering from such maladies, laid to improper eating habits, as high blood pressure, cardiac conditions, arteriosclerosis, gastrointestinal disturbances, and the like.

Panel IV–4 of the White House Conference on Food, Nutrition and Heath recognized the problem and developed specific recommendations for nutrition education. I urge you to consider their proposals and to implement them.

The program needs to be continuous, adequate in scale and scope, and based on recognition of consumer psychology. If well done. it can accomplish, by education and prevention, much toward restraining the Nation's soaring health care bills.

Universal School Lunch can help in this effort by providing an institutional framework to carry out the program with our children—particularly at the preschool and early grades of elementary education; a time not only important to life growth and health of young bodies but more importantly, a time when eating "habits" are being developed and young minds are eager and able to understand the basic values and relationships of proper diet to present and future good health.

I would just add, parenthetically, we all have acquired a reasonably good skill of coping with the words on this paper and basic arithmetic and things because we get them in school, and it seems to me if we are going to do anything about improving the state of this Nation's health, particularly through nutrition, it has to be a part of the educational experience of the young child where this kind of learning takes place and takes place clearly, and not in conflict with a lot of other things which may be—which the child may be subjected to in later years in an educational process.

However, more is needed than simply informing the child that a balanced diet is good for him. He may learn this at school and eat a well-balanced lunch there. But if he goes home to a family that has poor nutritional habits he is still going to be at risk nutritionally.

Nutritional Habits Deteriorating

Despite all the publicity so far, there is evidence that general nutritional habits are further deteriorating. Drastic, far-reaching measures are needed to reverse this trend. Eating habits are strongly rooted, being involved with four of the five senses as well as family and ethnic traditions. Changing them in millions of American families is a formidable undertaking. Panel IV–4 urged the use of mass media to help spread the word. Broader use of television, radio. newspapers. magazines and books in telling the facts on good nutrition was advocated by the panel to assist in the overall educational program.

The most effective and natural channel for reaching this segment of our society, the home, is in my opinion, through an enriched and expanded School Lunch Program which includes a modern, exciting and effective nutrition education program.

Finally, I would point out that technological changes are being made in many food formulations, and new knowledge of nutritional requirements is being added year after year. Thus, any legislation you

consider now should include delegation of authority to make changes in allowances in order to keep abreast of those new developments. Legislation giving 100 percent appropriation authority to a Federal agency must clearly include controls not covered by the current bills. Included would be a basic food allowance for each student, listed quantitatively and qualitatively in order to provide a uniform and workable food cost index. This food index would reflect the actual monetary requirements for budgetary purposes and apportionment allocations. Authority to issue an excess quantity of any component of the basic food allowance to compensate for underissuance of another component should be provided for. So should provisions for substitute items, changes in allowances, adjustments, even other recipients of the food associated with the school system, such as the teaching staff. Flexibility is the key word here.

In summary, may I repeat:

1. American food service management industry and Panel IV–4 of the White House Conference supports the concept of a free lunch for all pupils as a true part of both his educational experience and nutritional needs.

2. The bills before Congress are inadequate for reasons I have enumerated, and a clean, comprehensive, new bill covering the entire subject of Universal Food Service and Nutrition Education Program for Children is urgently required now. And I would repeat, a bill which would place this program in Health, Education, and Welfare.

Senator McGovern. Thank you very much, Mr. Stephens. I want to express my own personal appreciation both for your testimony here today and also what I believe to have been a splendid job as chairman of the White House Panel that dealt with this and other related problems. I think that both the testimony you submit here this morning and the previous findings of your panel were most helpful to all of us that are concerned about nutrition.

I thought you made a very good point in quoting Dr. Mayer on the nutritional illiterates in our country not being confined to any one economic status. Doesn't that in effect refute Dr. Mayer's own argument here earlier today that we ought to use what money we have simply to deal with the problems of the poor children rather than spreading these benefits across the spectrum to all children?

Mr. Stephens. As I listened to Dr. Jean Mayer respond to some of your questions, he seemed to refute his own testimony in some of his answers. I think what he was saying was, that in terms of immediate priority we ought to get at the thing which we highlighted in the White House Conference—that we did have a national emergency. One of our recommendations was that the President declare such a national emergency and get the nutritional troops out in the field to do something about it. That wasn't done, but a good deal of that has been done or is underway.

The prime reason of the Universal School Lunch Program is to provide an umbrella program that will serve to lose the identities of the impoverished children because you won't be identifying them and therefore, avoiding any damage to the psyche of the children.

I think that reason is important. However, it seems to me that a Universal School Lunch Program of the magnitude we are talking about is important only if it be designed to meet the needs of all students. I don't think the *free* lunch is the only important thing. I think the important matter is to reach everybody with a nutritional education program, particularly for students at younger ages where they really learn things like this, and get them interested in nutrition. As I said in my testimony, we are a product of what we eat. We need to build this understanding into the educational experience of the student and to have the school lunch cafeteria there as the laboratory in which he has a chance to see it applied. In some cases, as has been done in some of the Headstart Programs, where the children get involved, they actually touch the food in its preparation.

This is something that we have a way of not giving much consideration. In fact, a good part of our existence in daily life is the consumption of food because of our energy needs. We have very minimum knowledge of what happens. I know students can learn this quickly as they have in terms of listening and seeing the cancer exposé on TV and have had an influence on their parents in regard to smoking. I think the same thing is perfectly possible in nutritional education. If we can teach the subjects that we now teach in school, we certainly can add on an applied basis something which is as vital not only to the individual life but to the health of this Nation. I don't think we ought to overlook it any longer. It ought to be an integral part of the living experience which a child has in school and it ought to reach into his home.

Senator MCGOVERN. Mr. Stephens, did I interpret your testimony correctly that your principal objection to the Humphrey bill or the Perkins bill is that they require partial State financing of the program?

Mr. STEPHENS. No, this is not my principal objection, but one of several I have enumerated in my testimony. I think this is a great opportunity for the administration to get involved in revenue-sharing. We want revenue-sharing as a practical thing; why not make it possible for every State in the country to have access to a School Lunch Program as long as it meets certain standards as I have mentioned here.

My objection, also, to the Perkins bill is that it has the stamp of Agriculture philosophy on it, which I am opposed to. I don't think that an integral part of an educational experience belongs in a Cabinet department that has to do with farming and farm economics. I'm not opposed to farm prices or planting wheat and all the rest of it, but I don't consider that to be a department that ought to have any responsibility for the education of our children. That's what we have HEW for.

Senator MCGOVERN. Hasn't that been the central problem or at least an important part of the problem from the very beginning with our food assistance programs? They were kind of accidental byproducts of surplus removal?

BASIC DESIGN DEFECTIVE

Mr. STEPHENS. The School Lunch Program was designed as a distribution channel for surplus commodities and that was the main reason for creation. I'm not opposed to the control of commodity prices or distribution of surpluses but I don't see them as an integral, or the controlling force under which a School Lunch Program has to live.

If I can give you an analogy which I think is a good one. If you have a poor machine performance and you have inherently bad designs in the machine, no matter how much oil you put in lubricating that machine you are not going to get an efficient operation. You have to change the basic design and remove the defect which is inherent in it. To me, the School Lunch Program has inherently a basic defect—it's location in the Department of Agriculture. This change of department location from Agriculture to Health, Education and Welfare was the unanimous recommendation at the White House Conference. At the follow up meeting which was held a year later we were told, and I am sure properly, that the administration had accepted this recommendation and that it had been turned over to the agency which was investigating the Ash Commission report, which was an investigation of the executive branch of the Federal Government. At that time we were told that the School Lunch Program probably would be transferred to the proposed Department of Human Resources.

It may be years or even centuries before the executive branch of the Government is reorganized, so I'm not satisfied with the answer that we should wait until we reorganize the executive branch. I think we should move school lunch out of Agriculture and into HEW where it belongs.

Senator MCGOVERN. Actually, if a person stopped to think about it from the standpoint of the agricultural interest, which is to consume more products, if you move to a Universal School Lunch Program they are going to be better off in any event. Every farmer that produces food is going to benefit: the people that process foods are going to benefit. It seems to me this is a classic case of where what we ought to do on humanitarian grounds is reinforced by what is in the economic interest of the country including agriculture.

Mr. STEPHENS. This basic design defect extends right out into the field. School lunch doesn't get the support from education that it should get because it's an agricultural activity, not an educational activity, and this is just a human kind failing if you want to call it that. I think it's important before any Universal School Program gets under way, that the Department of Agriculture be relieved of the responsibility for being educators or nutritionists or health care providers, which is the direction in which this program should be printed.

Senator MCGOVERN. Well, thank you very much, Mr. Stephens. Again, let me stress our appreciation for your appearance here today. We appreciate it.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 12:07 p.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

APPENDIXES

Appendix 1

ITEMS PERTINENT TO THE HEARING OF OCTOBER 13, 1971

Material Supplied by the Witness

FROM SENATOR HUBERT H. HUMPHREY

[The New York Times, Sept. 30, 1971]

HUMPHREY BILL WOULD WIDEN SCHOOL LUNCH PROJECT

WASHINGTON, Sept. 29—Senator Hubert H. Humphrey has introduced legislation that would provide for free daily meals to all school children from the high school level down, regardless of their ability to pay.

The Minnesota Democrat said that his bill would raise Federal costs for the school lunch program from the present level of about $1-billion to $3.6-billion annually when the program reached its maximum operational level six years after enactment.

Senator Humphrey said that state costs would increase from about $500,000 a year to $1-million on a formula requiring states to pay 10 percent of costs for the first three years, 12 percent the following year and an additional 2 percent each in each successive two-year period up to a maximum of 20 percent.

52.6 CENTS A MEAL

The national average cost for a school meal is estimated by the Department of Agriculture as 52.6 cents. Under the Humphrey proposal, the Federal Government would contribute 47.3 cents toward costs the first three years and 42.1 cents after the program was fully implemented.

The Humphrey bill would provide funds from one category rather than three as is now the case.

The Humphrey legislation is similar to legislation introduced in the House on Monday by Representative Carl D. Perkins, Democrat of Kentucky, that would require the Department of Agriculture to pay a minimum share of 40 cents a meal.

The Perkins resolution is pending in the House Education and Labor Committee, of which he is chairman.

The Humphrey bill would relieve families able to pay the costs of school meals of any financial obligation.

Senator Humphrey said his measure would eliminate the labeling of poor children by separating them, in meal lines or otherwise requiring them to hold special lunch tokens.

JOINT RESOLUTION PENDING

Also pending in Congress is a joint resolution sponsored by Senators Humphrey, Herman E. Talmadge and David H. Gambrell, Democrats of Georgia, and Henry Bellmon, Republican of Oklahoma.

This resolution, which passed the Senate Agriculture Committee by a vote of 8 to 5 today, calls for the Department of Agriculture to use money from its

special import duty fund (between $500-million and $600-million) to maintain a minimum Federal share of 45 cents per meal.

Each action stems from the controversy that resulted when the Department of Agriculture announced that it would amend regulations governing disbursement of funds under the Social Lunch Act.

The amendments provide for Federal reimbursement of meal costs to states at an average level of 35 cents and make it generally harder for states to get the 60-cent maximum reimbursement many received last year.

The average Federal reimbursement rate last year was 42 cents.

Critics, including local school lunch directors and a group of 22 Senators, have said that the amendments were deliberately confusing and were intended to lower the Federal share of meal costs.

The preamble of Mr. Perkin's resolution says that only six states can qualify for more than the minimum 35-cent reimbursement floor provided under the amendments.

Phillip Olsson, Deputy Assistant Secretary of the Department of Agriculture, said that the Humphrey measure would reverse the school lunch program's traditional focus on disadvantaged youth.

DEAR COLLEAGUE LETTER OF OCTOBER 8, 1971

DEAR COLLEAGUE: As you may be aware, there has been considerable controversy in recent weeks over the regulations for the administration of the National School Lunch Program.

On August 13, 1971, the Department of Agriculture issued proposed regulations requiring a statewide average reimbursement of 35¢ for free and reduced price lunches. This represented a significant cutback from support levels of last year which ranged between 40¢ and 50¢ across the Nation. In response to this proposal, 44 members of the Senate sent a letter to President Nixon calling on him to reverse this action by the USDA and to provide a higher reimbursement rate allowance.

On September 16 Senator Talmadge held a hearing of the Senate Agriculture Committee to prevail upon the Department of Agriculture to increase the reimbursement rate above the announced 35¢. Senator Talmadge then introduced S.J. Res. 157 requiring a reimbursement rate of 45¢. That Resolution, amended by Senator Miller to increase the reimbursement rate to 46¢, was passed by the Senate 75 to 5 on October 1.

Last Wednesday, the Department of Agriculture announced its decision to increase the reimbursement rate from 35¢ to 45¢. We recognize this reversal as a step taken in good faith and one which is clearly in the right direction.

However, at the same time the Department announced that it was imposing a new upper limit on eligibility for the program, set at $3,940 for a family of four. Prior to this time, $3,940 had been established by the Department of Agriculture (pursuant to Public Law 91–248) as a minimum standard which individual states and localities could exceed if conditions dictated.

The practical effect of this proposed change would be to eliminate from the program all those children in 44 states which have eligibility levels above $3,940. As has been pointed out elsewhere, this hits hardest at some one million needy children living in the families of America's working poor.

Accordingly, we are sending the enclosed letter to President Nixon asking him to intervene. The situation, in our view, requires such action because the change proposed by the USDA is in direct violation of both the letter and spirit of the National School Lunch Act. The legislative history of P.L. 91–248 (which established the poverty line as a national, minimum eligibility standard) is outlined in the attached letter to the President.

We welcome your signature on the letter. If you wsh to join us in this effort, please contact Jack Quinn or Nancy Amidei on Extension 57326, or Jud Sommer or Patty Hottell of the Minority Staff on Extension 53921. Thank you for your consideration.

Sincerely,

PHILIP A. HART.
ALAN CRANSTON.
HARRISON A. WILLIAMS.
MARLOW W. COOK.
CLIFFORD P. CASE.

U.S. SENATE SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
October 15, 1971.

59 SENATORS WRITE PRESIDENT URGING WITHDRAWAL OF SCHOOL LUNCH REGULATIONS THAT WOULD DEPRIVE 1.5 MILLION CHILDREN OF LUNCHES

Senators Hart (D-Mich.), Cook (R-Ky.), William (D-NJ), Case (D-NJ), Cranston (D-Calif.) and 54 other Senators today urged President Nixon to prevent USDA from issuing regulations that would eliminate 1.5 million poor children from school lunch programs.

Full text of the letter is attached.

THE PRESIDENT,
The White House
Washington, D.C.

DEAR MR. PRESIDENT: We are writing to you once again out of a deep concern regarding the school lunch regulations which are being issued this week by the Department of Agriculture. On September 9, 1971, forty-four Members of the United States Senate wrote a letter to you objecting to the proposed regulations, primarily because of the proposal to reduce the reimbursement rate for free and reduced price lunches to a state wide average of 35 cents per lunch, and because of the failure to provide for continuing the authority to transfer funds from Section 32 to the School Breakfast Program. Recently, it was announced that the Department would strike the 35 cents requirement and substitue a figure of 45 cents. We think that this is certainly a step in the right direction and the indication that the Department of Agriculture was prepared to follow through on our mutual promise to feed the Nation's hungry schoolchildren brought a reaction of considerable joy and confidence.

Yet, at the same time, we now learn that the Department intends to arbitrarily limit the eligibility of poor children for the programs by reversing its past policy by interpreting the national eligibility standard instituted by Public Law 91–248 as a ceiling rather than a floor on participation. Such an interpretation violates both the letter and the spirit of the National School Lunch Act.

The national eligibility standard for receiving free or reduced price lunches was one of the major changes in the National School Lunch Act made by Public Law 91–248. The law states that "any child who is a member of a household which has an annual income not above the applicable family size income level set forth in the income poverty guidelines shall be served meals free or at a reduced cost." (42 U.S.C. 1751 § 9.) This eligibility standard was explained on the floor of both Houses of Congress and in the Conference Committee Report on H.R. 515, the legislation which promulgated the requirement.

During the Senate consideration of this legislation it was made clear that the intent of the "*minimum* eligibility standard" (emphasis ours) was to "clarify eligibility for all schools. Children and parents would know precisely where they stood. Yet, within the minimum standards set, state and local school districts would still make the determination of eligibility." (Congressional Record: 2/20/70: S. 2123 ff.) The Conference Committee Report on H.R. 515 also made clear the intent of Congress that this eligibility level be a minimum when it stated that "the Conference amendment to the eligibility standard for free and reduced price lunches makes it clear that every child from a household with an income below the poverty level shall be served free or reduced price meals . . . It should be clear that, although the poverty guideline is the only mandatory national standard, children from a family meeting other criteria shall also be eligible for free or reduced price school lunches." (Conference Report 91–1032.)

In explaining the Conference Report on the floor of the House, Representative Quie, a member of the Conference Committee, explained that "the local school authorities retain their authority to provide free or reduced cost lunches for children who come from a family whose income is above the poverty lines." (Congressional Record: 5/4/70: H. 3805 ff.) In a colloquy with Senator Talmadge during Senate consideration of the Conference Report Senator Javits also made this clear when he said ". . . and very important, the poverty level standard is a minimum level and is not a ceiling. Therefore, children who meet the poverty level criteria in a state like New York where the poverty level is

above the national level, would still get free and reduced price lunches." (Congressional Record; 4/30/70: S. 6370 ff.)

In addition, it must be clear that USDA in the year following the passage of Public Law 91-248 very well understood this intent of Congress. The school lunch regulations for the school year 1970-1971 provide eligibility levels over and above the minimum standard in this way:

> Any criteria included by a school food authority in addition to the minimum criteria specified in this section shall relate to providing free or reduced price lunches to children who would not be eligible for such lunches under such minimum criteria. In no event shall any such additional criteria operate or be applied so as to deny free or reduced price lunches to children who qualify for such lunches under the minimum eligibility criteria required by this section (Federal Register: Title 7, Chapter II, Part 245 § 245.3(b).)

The purpose of the regulation cited above was to make it clear that all children under the minimum level would be served a free or reduced price lunch and that any additional criteria could be used only if it served to increase the participation rate and could not be used to deny a lunch to a child who would be eligible solely on the basis of income and family size. Thus in its regulations the Department has clearly made provision for local authority to adjust the minimum eligibility standard upwards based on variations in such things as cost of living, geographical peculiarities and so on.

It is well established, then, that the intent of Congress in providing a minimum national eligibility standard was to see that all children under this level *shall* be served a free or reduced price lunch and that those who may require such a lunch because of any of a number of other circumstances, as determined by the state or local school authorities, shall be covered by the program as well.

An interpretation of the eligibility standard as a ceiling rather than as a floor will serve to eliminate from the program at least one million children who would otherwise be eligible under the standards established by the states. This in itself may be conservative in view of earlier reports from some of the states. For example, California estimates that 25 percent of the eligibles or 175,000 would be eliminated under these regulations: Michigan estimates that 150,000 would be eliminated; and New Jersey estimates that 50 percent or 75,000 would be eliminated.

In conclusion, Mr. President, we urge you to intervene in this situation immediately and to prevent what we must consider an unlawful interpretation of Public Law 91-248 which was passed by the Congress and signed by you as a fulfillment of our pledges to put an end to hunger in America's schoolrooms.

Sincerely,

Philip A. Hart; Alan Cranston; Harrison A. Williams; Marlow W. Cook; Clifford P. Case; Clinton P. Anderson; Birch Bayh; Lloyd Bentsen; Alan Bible; Quentin N. Burdick; Robert C. Byrd; Howard W. Cannon; Lawton Chiles; Frank Church; Thomas F. Eagleton; J. W. Fulbright; Mike Gravel; Fred Harris; Vance Hartke; Earnest F. Hollings; Harold Hughes; Hubert H. Humphrey; Daniel Inouye; Henry M. Jackson; Edward M. Kennedy; Warren G. Magnuson; George McGovern; Thomas J. McIntyre; Lee Metcalf; Walter Mondale; Joseph M. Montoya; Frank E. Moss; Edmund S. Muskie; Gaylord Nelson; John O. Pastore; Claiborne Pell; William Proxmire; Jennings Randolph; Abraham Ribicoff; Wm. B. Spong, Jr.; Adlai Stevenson; Stuart Symington; John V. Tunney; Howard H. Baker, Jr.; J. Glenn Beall, Jr.; Henry Bellmon; J. Caleb Boggs; Edward Brooke; James L. Buckley; Robert P. Griffin; Mark O. Hatfield; Jacob K. Javits; Charles McC. Mathias, Jr.; Bob Packwood; Charles Percy; Richard S. Schweiker; Hugh Scott; Ted Stevens; Robert Taft, Jr.

[Paris Herald-Tribune, Sept. 29, 1971]

FRENCH SCHOOLS WILL OFFER 5-COURSE MEALS

PARIS, Sept. 29 (Reuters).—French children who lunch at school have been guaranteed a five-course meal every day under a nutrition-conscious government order published here.

From now on, if steak is served, every child can insist on having at least a quarter of a pound. If the main dish is chicken, nearly half a pound a child is the minimum allowed.

The standard of most school meals here has already made French schoolchildren the envy of many of their European colleagues, but the government decided on the new regulations after finding that some schools were still not meeting the nutritional requirements of growing children.

Items of Interest

[From Family Health, September 1971]

WHY SCHOOL LUNCH FAILS

By Dr. Bruno Bettelheim*

There's not enough time to eat; the room is noisy; food is shoved at the kids. No wonder they're in no mood to learn!

As a nation, we have recognized that needy children lack food and have given it to them. But even when forced by hunger to eat it, many of these children end by hating themselves for accepting it under the conditions in which it's given, and by hating the school that compels them to do something so damaging to their self-respect.

I would suggest that all children be fed in school, whether they're needy or not. The school experience ought to be centered around meals, beginning with breakfast in the morning, and continuing with a snack at midmorning, lunch at noon, and another snack at the end of the school day. Money spent on such a program would yield far better results than that spent on practically any other items, including books. I would give it priority even over new school buildings. But this program would be entirely different from the mass feedings of our present programs. The meals I have in mind are not just a filling of the stomach, but an enrichment of the total personality around a common meal eaten with those who are supposed not only to educate their minds but to nurture their entire personalities. *It would make going to school attractive and learning easier. You don't have to be a psychologist to know that children who return from lunch in a pleasantly relaxed frame of mind are much more receptive to what their classroom teachers want them to learn.*

Food given to children unwillingly and without love is not good nutrition but an insult. That is why hardly any school-lunch program I know of is truly a success.

Because the availability of food, even nourishing food, does not do a child much good unless the psychological surroundings are appropriate. It is high time teachers and school administrators—as well as parents—understand the psychology of feeding children.

Eating and being fed are intimately connected with our deepest feelings. They are the most basic interactions among human beings, on which rest all later evaluations of ourselves, of the world, and of our relationship to it. Let me explain the psychological reasons for this.

Breast feeding remains the best example of how the concerned interactions of two people in a situation involving food can lead the infant to develop a sense of trust in other persons and the world at large. It is not mother love, nor food itself, nor the skin contact between mother and child that accounts for the essence of the experience. Mother love is important only as it conditions what goes on in connection with feeding and being fed.

When the infant is nursed by an unwilling mother, when he is fed without positive feelings, he is flooded with impotent rage, a helpless victim of inner tensions. This experience can produce a cruel need to take and to get in ways

*Dr. Bruno Bettelheim, distinguished University of Chicago psychologist and author of many influential books and articles, is a world-renowned authority on the problems of children—normal as well as emotionally disturbed. This article is condensed and adapted, with permission, from a talk sponsored by The Children's Foundation of Washington, D.C., a nonprofit service organization which provides technical assistance and organizational help to low-income community groups.

harmful to others. But the good nursing experience can help produce an optimistic person to whom giving and receiving are the most important things in life.

This aspect of feeding has been greatly neglected in favor of stressing physical hunger, as if our greatest hunger were not for *being accepted*, for *feeling important*.

A meal, even if it contains the right number of calories, can be unenjoyable, if not totally unacceptable or actually harmful, because of the negative emotions it arouses.

In my work, I constantly encounter severely disturbed children who, despite the availability of plenty of good food, starve themselves because the food is offered under conditions which are detrimental to their self-respect. They reject food that, for phychological reasons, has become so degrading to them that even forced feeding cannot keep them alive until more congenial psychological conditions are created.

In administering school-lunch programs, it is not enough simply to realize that children need good nutrition. A cook who accepts the job because he or she needs the money is not necessarily somebody who likes to prepare and serve meals to others, least of all to rambunctious children.

In one school I know of, the kitchen is not much bigger than mine at home. The stove, the oversized refrigerators, the dishwashing machine—everything—has to be crammed in, leaving hardly any space for the cook and her two helpers to prepare meals for some 400 children. As highly as she may have been motivated originally by the wish to prepare good, attractive, and nutritious meals, struggling daily with impossible working conditions exasperates her, annoys her, makes her short-tempered. The result is that while meals are nutritional, they are unappetizing. Only rarely do the children get food they really enjoy, though it may contain all the desirable nutritional elements. Moreover, it is served to the children by a cook who by then is at the end of her rope, irritated, often outright angry. So she practically throws the food at the children. She does not talk with them, but screams at them for the slightest reason or, even more often, for no reason at all.

Though this is a new school building, it is not only the kitchen that is unsuitable. The school has no lunchroom. The children eat in the gymnasium, which is also used for assembly. Thus, there is only a limited time available for eating. This is true of all too many schools. Tables and chairs have to be set up and removed in a hurry—a hurry that characterizes and defeats the entire lunch program as far as the emotional well-being of the children is concerned. When the 12-o'clock bell rings, some 400 children who want lunch have to wait in one long line around the walls of this room. Those who are last have to wait a half hour or more until they can squeeze through the narrow space in front of the counter to get their meal. The result is that they jostle each other for a place in line; the longer they wait, the more unruly they become, pushing and fighting to get ahead of each other.

Not that things are most pleasant once they've got their food. As they eat, there is an awful racket. Older children charged with cleanup chores push around big, noisy metal containers, into which they dump the vast amounts of food that remain uneaten on the plates. This, of course, adds to the confusion. Their job, to scrape other people's plates, is not pleasant, and they just want to get it over with. So the containers quickly become filthy, increasing the generally unpleasant atmosphere. After the long wait for the food, which must be eaten under such circumstances, is it any wonder that so much of this nutritionally valuable fare winds up as leftovers or as garbage?

With all that is going on in this noisy and disorderly lunchroom, with all the standing in line, fighting for long periods before the meal, and squabbles while eating it, several teachers have to police the lunchroom and the lineup along the wall. This means *they* have to sacrifice their own free lunch period. Now, it may be one thing to be convinced of the importance of good nutrition for children who are not receiving sufficient food at home, and it's another to have to give it up, day after day, the lunch hour that is supposed to be yours in which to rest and eat relaxedly, while socializing with your own colleagues in peace and quiet.

It is one thing to realize that a school-lunch program is socially desirable or necessary. It is another to expect teachers and other staff people to do more and more and more without having been given an understanding of what these programs mean, beyond the obvious fact that children need to be fed. For example, to my knowledge, nowhere has it been explained to teachers why and how the

food program could help them in their teaching. This is perhaps the heart of the matter. It is not good nutrition per se, but rather being fed pleasantly in class by the teacher—as opposed to having food thrown at him in the lunchroom—that helps a child learn in class, particularly from the teacher who feeds him. Had we made concentrated efforts to explain all this and much more to teachers, maybe they would be more cooperative, more willing to spend their own free time in feeding the children, and even make it a focal point in their relations with their pupils, rather than viewing it as another necessary but onerous task.

Let me cite an example from another school in Chicago. Teachers were told to teach nutrition without being given any special understanding of what is emotionally involved in such a course. One teacher, fully convinced of the importance of good nutritional habits, reported how she had taught the children what a well-balanced breakfast should consist of, and why, and that all her children had understood it. She had stressed, among other things, the importance of drinking juice in the morning. She then asked who had had orange juice for breakfast, and to her surprise, in this underprivileged group, nearly all the children raised their hands. She did not question them further, because she did not want to make them self-conscious about it, which speaks well for her sensitivity to children's feelings. I encouraged her to go back to her class, and, instead of just stressing the desirability of having orange juice for breakfast, discuss with the children the economic difficulties which make it so very hard for many of their parents to provide them with the kind of nutrition they would like to offer them if they only could afford it. Thus, to what she had been teaching originally—good nutrition—she now added discussions of the parents economic difficulties. She then asked children, individually and privately, when they last had a glass of orange juice for breakfast. One child explained that he had raised his hand because last Easter he had indeed had—once—orange juice for breakfast.

Eating while learning helps to reduce children's anxieties, and often permits even nonlearners of long standing to overcome their fears so that they suddenly begin to achieve. One nonreader finally learned to read after he had been handfed by his teacher for weeks after asking her "Feed me," when he really meant "Read to me." This suddenly made the teacher realize that it is necessary not only to teach but to *feed* the *whole* child—feed food to his body as well as knowledge to his mind.

An eminent educator told me of an instance when he was a very young man in his native Montana. A blizzard had isolated him and the children for two days. In class, he had a 10-year-old boy who was totally unable to read despite his best efforts to teach him. This time, he not only tried to teach the boy but fed him for two days. While feeding the boy some sandwiches he had prepared for him in front of his eyes, the boy—who had been looking at pictures in a book—suddenly began to read it.

If teachers could understand this psychological meaning of feeding children, we would not encounter situations where teachers threaten little children with not giving them their meal ticket if they do not behave or do not finish assigned work on time. I must say that not once did I witness such a threat being carried out. But the teachers were not aware of the terrifying psychological threat implicit in their remarks. Had they been, they could never have made them.

Let me repeat: Eating experiences condition our entire attitude to the world. Again, this is not so much because of nutrition, but because of feelings and attitudes about giving food. For example, eating helps instill attitudes that are the preconditions for all academic achievement—the ability to control oneself, to wait, to work now for future rewards. Only after many assurances—through experiencing that he will be well and pleasantly fed—does the infant stop screaming for his next meal, because he has learned to wait patiently for it, certain that it will come in good time. With that, he has begun to acquire those inner controls required for all later learning.

For example, the injunction not to grab and eat a cookie right now is a typical experience around which inner controls are further developed and made secure. But such learning will only be effective if the child gets a great deal of praise and affection for the postponement, if his hunger has always been pleasantly and fully stated in the past, and because he fears that any uncontrolled grabbing will lose him the source of all this reliable satisfaction.

The underprivileged child needs to gram, cannot wait for food, and should not be expected to line up for it for any length of time. Education that takes so many

years to achieve results (jobs, money) is unable to reach children who do not believe that future rewards can result from energy spent now. They do not believe it because they have not learned that food will always be there for them and they hence don't *need* to grab it now.

In my efforts to teach teachers this seemingly simple principle, I have nearly always been up against their puritanic ethic, which considers waste a sin that will be punished by scarcity in the future. This belief has served them well, has enabled them to make it through college and become teachers. It is their own past experience that makes them believe in it so strongly. What they have long ago forgotten is that their present ways are the consequence of how early and consistently in their own lives they were always fed, and on time. That is why they now can wait in line, need not grab, need not waste.

But these children of our times whom the teacher is now teaching are uncontrolled. They grab (and may one day graduate to looting) when she distributes food (or paper, or pencils), though they often then don't use it, even throw it away. In the teacher's eyes, they waste these supplies, a waste she feels is wrong. All the good food going to waste is the complaint of some of the cooks, annoyed the more because they sometimes have hardly enough to feed their own families.

The teachers' and the cooks' morality requires an economical use of food, but this clashes head on with the children's own experience that delay means no satisfaction. What the teachers and cooks fail to realize is that these children, by wasting food and asking for more all the time, are trying to find out what is of vital importance to them, to their view of life and the world: whether or not the food supplies are adequate, if there will be more, even if they don't grab it now. Not to speak of how exciting it is to have for once one's fill, even an overabundance one can waste.

On the basis of such pleasurable satiety, with many repetitions of the experience of wasting and still having enough left, the child learns to feel it is a good world, worth coming to terms with its demands.

Sufficiently is a prerequisite for all learning because, if deprivation is too great, learning becomes too difficult a task. What, then, is needed is not so much a head start in academic learning, not even a cultural-enrichment program (though all this is certainly desirable and helpful), because not even culture can be appreciated on an empty stomach.

School is the first great encounter of the youngster with society. To him, it represents society, and what it stands for. While the middle-class child can at least accept to some degree that the teacher's teaching is a giving of knowledge to him, to the deprived child it seems as if the teacher does nothing but make demands on him. It is far more important that we convince such children from the moment they come into contact with society that society both gives and demands—but gives first, before it demands. There is no more obvious giving to the child than the giving of food. But a giving from which one excludes oneself, a meal that is given but not shared, is in many ways condescending and degrading.

Since our teachers eat different fare, in a separate room, then from the beginning of the educational enterprise a class system is created, and the children are made to feel a group apart from the established order, as represented by the teacher. Food is the greatest socializer; that is why all great social events require a shared meal, which is often the main feature of the occasion. If we would do the same in our classes, they would acquire a very different meaning, particularly for the deprived child whose very deprivation is a social one—that of feeling excluded from the great and meaningful social occasions.

I think the school day in our innercity schools should begin not with the Pledge of Allegiance but with a hearty breakfast, eaten in class with the teacher. Eating together is what makes for allegiance between people, and eventually allegiance to one's country.

Nothing is more socially divisive than for people to eat different fare, in different rooms, the one of inferior, the other of superior quality. But this is exactly what is typical in our schools at lunch, and the school cafeteria is where most discipline problems are born and where riots break out.

The distinction between physical and emotional need, between body and intellect, is, in reality, a false one. Although schools are concerned with the children's intellectual development, the two are not separable, certainly not in the actual life of the individual.

Even the young child who cannot count, by just looking at how many cookies are on the table, will know whether there are enough to go around. I have taught more children to count by counting pieces of candy than in any other way. It is the oldest mathematics, and still the most effective.

For children, food is the main source of security. If we want them to engage in what are scary experiences for them, such as learning to read, we have to feed them well. If we want them to begin the dangerous exploration of letters and words, we have to fill their knapsacks as full of good food as if they were going to explore the wilderness.

[The Washington Daily News, Oct. 14, 1971]

McGOVERN AND HUMPHREY PLAN: "A LUNCH IN EVERY STUDENT"

(UPI)—Sens. Hubert Humphrey and George McGovern think each of America's 25 million students should get at least one free meal every day they attend classes.

Neither offered any estimate of the cost of such a plan, but they agreed the federal government should pay 80 per cent of it.

Sen. Humphrey told Sen. McGovern's select committee on hunger that the present program of providing free lunches only for the poorest children had created "economic segregation of school children who pay and those who do not."

"It is an unnatural distinction which public and private schools have dropped in relation to books, transportation, physical education, health and other common services."

Sen. McGovern's committee is holding its first hearings on a bill Sen. Humphrey introduced which would provide a free meal for every child in a day care center, grammar or high school.

Sen. Humphrey said this would eliminate the "economic caste system of the present program."

Sen. McGovern noted that the White House conference on food, nutrition and health recommended in 1969 that a free lunch be available to all children regardless of their parents' income.

Under the present program, only children from those families below the official federal poverty level are eligible for free lunches. That level is based on $3,940 annual income for a family of four.

Appendix 2

ITEMS PERTINENT TO THE HEARING OF OCTOBER 14, 1971

Material Supplied by the Witnesses

FROM DEAN RHOADS

BUSINESS BIOGRAPHY

Mr. D. Dean Rhoads is President and Founder of Lincoln Manufacturing Company, Incorporated. Fort Wayne, Indiana.

As President of Lincoln Manufacturing, Mr. Rhoads heads Lincoln's four divisions: Wear-Ever Food Service Equipment, Lincoln Food Service Systems, Meal Systems Resources and Lincoln/Wear-Ever World Trade.

Founding Lincoln in 1956, Rhoads and Lincoln Manufacturing Co. have been one of the prime suppliers of Food Service Equipment Systems for the Health, Education, Institutional and Restaurant fields.

His entire business career and interests have centered around the food service industry:

- Serves as National Chairman of Research Activities Committee, *Society for the Advancement of Food Service Research* and he is a Vice President of the Society.
- National Chairman, Subsistence Management, *National Security Industrial Association* and Vice President of this organization.
- Chairman of *White House Conference Committee on Food, Health and Nutrition for Department of Defense, Veterans Administration and Bureau of Prisons* and member of the committee on School Lunch.
- A Director of the *National Association of Food Equipment Manufacturers.*
- Member of Y.P.O. (Young Presidents Organization).

Mr. Rhoads has also received awards for his contribution to the food service industry: In 1969, he received an Award of Merit from the National Association of Food Equipment Manufacturers. He has received a Certificate of Merit from the State of Texas in recognition of outstanding contributions to the Food Service program in the Texas Department of Mental Health and Retardation.

He is the author of THE SATELLITE SYSTEMS OF FOOD SERVICE. An inventor, he holds over 50 patents on products used in the food service industry.

FROM HARVEY T. STEPHENS

WHITE HOUSE CONFERENCE ON FOOD, NUTRITION AND HEALTH—DECEMBER 1969

Excerpted from White House Conference. Panel V–4 Recommendations, page 70:

FOOD SYSTEMS FOR POPULATION GROUP: 0–18 YEARS

Type "A" Pattern is nutritionally inadequate for all age brackets from 0–18 as now required in child feeding programs involving Federal Government sub-

sidy. See the findings of the ARS and C&MS study made of the Type "A" School Lunch in the fall of 1966—attachments No. 1 and No. 2.

Type "A" Pattern is not responsive to children and students needs and desires. Only 37% of 18,956,000 students in schools with NSLP are selecting the Type "A" meal for their lunch. See attachment No. 3.

Type "A" Pattern quantities are not totally expressed in exact weight measurements or in specific commodities within a food group, therefore, many state and local programs need help with meeting nutrient requirements through provision of a menu pattern for practical application in schools and pre-school centers.

Type "A" Pattern cannot be used efficiently in the development of commodity agricultural production requirements nor can it be used effectively in determining annual national and local requirements for food procurement.

WE RECOMMEND

That this concept of a menu pattern for child feeding programs replace the Type "A" Pattern. The menu is the basic food service management tool required to design adequate and acceptable large-scale meal delivery systems for pre-school and school feeding programs. The qualitative and quantitative nutritional requirements and food preferences of the various age groups of this population can be met more specifically by designing a menu pattern based on their nutritional needs listed in the Recommended *Daily* Dietary Allowances developed by the Food and Nutrition Board, National Academy of Sciences, National Research Council. In order to support the program, the menu pattern *as planned* must be nutritionally analyzed, . . .

Excerpted from White House Conference, Panel V–4 Recommendations, page 71:

. . . costed and approved by a professional food service management staff located at the *School District level* to more adequately reflect the needs and desires of the students and the financial capability of the students and preschool children. The menu *as served* must be audited and nutritionally analyzed at least once during the school year to provide a comparative analysis with the *as planned* menu for continued improvement in the planning system to increase responsiveness of the participants' needs and desires. This pattern can be readily adapted to individually pre-processsed meals or processed bulk foods distributed to schools and day-care facilities, and processors required to furnish a nutritional analysis for such products as called for in the specifications.

Valid annual food requirements needed for agricultural production reports and for local or central procurement can be computed, using the annual menu pattern, as is successfully done by the Armed Services. the Veterans Administration, the Federal Prisons System, and Food Service Management Companies.

The attached analysis of Nutrient Recommendations (RDA) for the youth of our country is based on 100 kcal. intake and indicates that an "across the board" dietary pattern for children from K–12–14F is feasible; however, special attention is needed for the following nutrients:

1. Vitamin D and Ascorbic Acid for the 3–6 year olds
2. Protein and Vitamin E for the older girls (14–16F)

The panel urges that the menu pattern be used nationally for all foods prepared and served to our preschool and school population, including junior college and college students, by F.Y. 1972.

White House Conference on Food, Nutrition and Health - December 1969

NUTRIENT RECOMMENDATIONS (RDA) ON BASIS 100 kcal INTAKE

AGE	Prot. g	A IU	D IU	E IU	AscA mg	Folo. mg	Nia. mgEq	Ribo. mg	Thia. mg	B6 mg	B12 µg	Ca g	P g	I µg	Fe mg	Mg mg	AVERAGE INTAKE kcal/ day	kcal/ lb.
3-6	1.87	156	[25]	.63	[2.5]	013	[.69]	.056	.05	.045	.19	.050	.05	[5]	.63	12.5	1600	38
6-8	1.75	175	20	.75	2.0	.010	.65	.055	.05	.05	.20	.045	.045	5	.5	10	2000	39
8-10	1.82	159	18.2	.68	1.82	.014	.68	.055	.05	.055	[.23]	.045	.045	5	.45	13.6	2200	35.4
10-12M	1.80	180	16.0	.80	1.60	.016	.68	.052	[.052]	.056	.20	.048	.048	5	.4	12.0	2500	32.4
10-12F	2.22	200	17.8	.89	1.78	[.018]	67	.058	.049	.062	.22	.053	.053	4.9	[.8]	13.3	2250	29.2
12-14M	1.85	185	14.8	.74	1.67	.015	.67	.052	[.052]	.059	.19	.052	.052	5	.67	13.0	2700	28.4
12-14F	2.18	[218]	17.3	.87	1.95	.017	.65	[.061]	[.052]	.069	.22	[.056]	[.056]	5	.78	[15.2]	2300	23.7
14-18M	2.0	166	13.3	.77	1.83	.013	.67	.053	.046	06	.17	.047	.047	5	.6	13.3	3000	23
14-16F	[2.3]	208	16.7	[1.04]	2.18	.017	.67	.058	.05	.075	.22	.054	.054	4.8	.75	14.6	2400	21
16-18F	2.2	200	16.0	1.0	2.0	.016	.60	.06	.048	[.08]	.20	.052	.052	4.6	.72	14.0	2300	19.4
Maximum	2.3	218	25.0	1.04	2.5	.018	.69	.061	.052	.08	.23	.056	.056	5	.8	15.2		
Average	1.96	185	17.3	.82	1.93	.015	.66	.056	.05	.061	.20	.05	.05	4.9	.63	13.2		
Minimum	1.75	156	13.3	.63	1.60	.010	.60	.052	.046	.045	.17	.045	.045	4.6	.40	10		
Min as % Max	76	72	53	60	64	55	87	85	88	56	74	80	80	92	50	66		
Ave as % Max	85	85	69	79	77	83	95	92	96	76	87	89	89	98	79	87		

White House Conference, Panel V-4 Recommendations
(Excerpt)

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Items of Interest

[The Washington Post, Oct. 14, 1971]

CURBS SET ON SCHOOL BREAKFASTS

By Nick Kotz

The Nixon administration has ordered states not to increase the number of poor children receiving free school breakfasts, and is drafting regulations to limit federal support of the breakfast program.

Richard Lyng, assistant secretary of agriculture, said in an interview that his department has imposed restrictions because it has barely enough money to feed the 952,000 children served free school breakfasts last year.

The school breakfast program is designed to meet the needs of elementary school children in severe poverty neighborhoods. It was started after educators testified about children coming to school hungry and being unable to concentrate on their studies.

Officials from a number of states, including Kentucky, have already protested the freeze on the program, at a time when they had planned to feed thousands of additional poor children.

Mark Irvings, of the Food and Research Action Council, New York, said Texas had planned to add programs in 150 schools, New York in 30, Oklahoma in 50, and Atlanta, Ga., in 70.

Lyng and other USDA officials confirmed that regulations are now being drafted to limit the federal money for these school breakfasts.

Until this year, USDA paid 80 per cent of the cost of breakfasts in the rapidly growing program. However, Congress last month authorized USDA to pay 100 per cent of costs.

Federal officials acknowledge that a limitation on the federal share of costs may cause some school districts to cut back on the breakfast program, unless state and local governments make up the difference.

"This is another effort to live within a fixed amount of money," Lyng said. "All of these programs—breakfasts, lunch, summer feeding—have grown like Topsy. I think we need a redefinition of the federal role. Some people want the federal government to carry the whole ball on these programs and there never has been that kind of commitment either from Congress or the Executive Branch."

Lyng said that the $28.5 million authorized by Congress for the program would permit feeding about the same number of children as last year, but not even that many if the federal share of costs were permitted to rise.

At present, $6.5 million of these funds are being withheld by the Office of Management and Budget, further limiting federal aid. USDA has asked release of the funds.

USDA's restrictive actions on the school breakfast program come at a time when the department is tangling with Congress on federal funding of the school lunch program. USDA tried to cut the federal share of providing lunches to the poor, but backed off after the Senate objected USDA then eliminated about one million children from the lunch program by changing eligibility requirements. This action is now being challenged by the House Education and Labor Committee.

At a time when the Nixon administration is trying to limit federal costs of school feeding, Sens. Hubert Humphrey (D-Minn.) and George McGovern (D-S.D.) have called for a national free lunch program for all schoolchildren.

Testifying yesterday before McGovern's Senate Select Committee on Nutrition, Humphrey said the present program of providing free lunches only for poor children has created "an economic caste system."

"It is an unnatural distinction which the public and private schools have dropped when it arose in relation to books, transportation, physical education, health and other common services," said Humphrey.

McGovern called for a universal free lunch plan that would be viewed "as an integral part of and prerequisite of the educational process rather than as a welfare burden on the states and local school districts."

[The Washington Star, Oct. 18, 1971]

PENNY-PINCHING ON HUNGRY KIDS

By Milton Viorst

One of the few programs identified with the Nixon administration which can genuinely be called humanitarian is the one promising a nutritional lunch at school each day to every needy child in the country.

President Nixon pledged to meet the aims of this program after the White House Conference on Hunger in 1969. He said feeding the hungry involved "the honor of American democracy." Eliminating hunger was to be in his administration's answer to the Johnson administration's war on poverty.

But while the President has been busy giving away billions to business in questionable subsidies to stimulate the economy, he has been nibbling away at the funds to feed hungry kids.

The tragedy was elequently summed up the other day by Dr. Jean Mayer, who served as the President's own consultant on hunger at the 1969 conference. He called the administration's penny pinching on school lunches "mean-spirited."

"We ought to find better ways to save our money," Mayer said, "than to take it out of the mouths of hungry children."

Indeed, of an estimated 14 million children of families at or below the poverty line, the administration proposes to feed barely half next year. The question at this point is how tough Congress will get to push the figure up.

Both the Senate and the House have, in fact, shown themselves uncharacteristically generous in the school lunch program. It's not a controversial experiment striking at the roots of political power, as the war on poverty started out to be. Congress has seen in school lunches a chance to help the poor without stirring up the vested interests at home.

The way the program works is that the Department of Agriculture reimburses a school district at a certain rate for every lunch it dispenses to a poor child.

The arrangement means that if a district chooses not to run a lunch program, for whatever reason, the administration does nothing about feeding the kids in that district.

It's an arrangement which gloriously preserves the integrity of the federal system, but it's knocked out about 4 million hungry kids—almost a third of the total—without a crust of bread. It's not surprising, I suppose, that most of the excluded children are black.

The law does provide the administration with incentives to offer to school districts to establish lunch programs, but these have scarcely been used. The Agriculture Department has had enough trouble reducing existing programs. It's not going out looking for more.

This year, on orders of the White House budget-cutters, the Agriculture Department notified the school districts that it would reduce its reimbursement maximum for each lunch from 60 cents to 35 cents.

Nationally, the average cost of a lunch is about 50 cents. States like New York and California, where wage costs are high, exceed this figure considerably. At 35 cents, it's likely that many districts would drop out of the school lunch program entirely.

That's when the Senate stepped in and, despite some hard lobbying by the administration, voted by an astonishing margin of 75 to 5 to increase the rate to 46 cents. The Agriculture Department agreed to the raise, but then announced smugly that at the higher rate it would have to reduce the program to feed only 8 million children.

The House Committee on Education last week went the Senate several steps better—by a vote of 31 to 0. It ordered the department to restore the 60-cent maximum and the previous standards of eligibility, to include all 9 million (Agri-

culture Department figure) or 10 million (Senate Hunger Committee figure) needy children in the program.

The committee also instructed the department to take the funds out of import duties—and said that Congress would make reimbursement later. The committee margin indicated that the full House was likely to go along.

There may still be a fight to resolve the House and Senate bills—but, whatever the outcome, the administration will have to run a bigger school lunch program than it planned.

The President, of course, will find that regrettable. He thinks the money can be better used by Lockheed, Penn Central and the other big businesses that need welfare subsidies.

[The Washington Post, Oct. 22, 1971]

THE FREE LUNCH REVERSAL

In a burst of candor, a Department of Agriculture official concerned with food and nutrition testified recently in Senate hearings that one way to move his agency is by pressure. "Action by the Congress," said Richard Lyng, an assistant secretary, "would perhaps force our hand, force us to move more quickly than we might otherwise do." This appears to be exactly what happened this week concerning the free school lunch program. Two weeks ago, the Department of Agriculture issued a regulation that would have prevented more than one million children from continuing to receive free school lunches. More than 40 states would have been forced to cut back the number of poor children eligible; the department would have saved $47 million. Quickly, the Senate and House acted. Fifty-nine senators protested directly to the President; the House, by a 353–0 vote, ordered that the children not be dropped.

This is hardly the ideal way to run a department; much less a food program—force us and we'll do it. Nor does it suggest that the administration's concern for poor children is especially high. But after the politics of it all is put aside, at least now the children will be fed. From their viewpoint—to look at it that way, for once—it matters little who came to their rescue, but only that someone in Washington did. Both Congress and the Department of Agriculture can take praise for the new policy.

It remains unclear at this moment whether the department will permit states to authorize their local subdivisions to have more generous eligibility guidelines. In Virginia, for example, the state uses the $3,940 guideline but, has allowed Arlington, Fairfax and Falls Church to provide free lunches to children in families of four with less than $4,940 income and reduced-price lunches to families of four with less than $5,350 income. Now that the broad stroke of reform has been made, it is hoped these smaller—but no less crucial—concerns will be attended to by Agriculture officials.

Considering the knot in which the food lunch program is tied—Congress pulls this way and Agriculture the other, with the helpless children caught between—the time is right to begin thinking about a universal free school lunch program for all American children. Senator Humphrey and Representative Perkins have introduced legislation. The idea has merit for several reasons: first adequate nutrition is as much a part of education as adequate books and, second, if all children were to receive free lunches, the Agriculture Department would not have to solicit pressure upon itself before it can swing into action. That in itself would be a considerable gain.

[The National Observer, week ending Oct. 30, 1971]

CONGRESS RISES TO "HUNGER ISSUE"

By Mark R. Arnold

Hunger fighters are gearing up for their next legislative objective: free lunches for all school children, needy or not.

A pipe dream? Not at all.

Free-lunch supporters are buoyed by last week's rare degree of congressional unity in forcing the Administration to restore budget cuts in the current school-

lunch program. The House vote was 353 to 0; the Senate followed by unanimous voice vote.

The political popularity of the "hunger issue" made the congressional move a certainty; the action made a million or more needy school children eligible once again for free or reduced-price lunches. But the margin of victory astounded even the program's supporters.

Cafeteria Workers' Spokesman

"We interpret the vote on school lunches as an indication there's a lot more support out there for a universal school-lunch program than we anticipated," says Louise A. K. Frohlich, legislative director of the American School Food Service Association (ASFSA), which represents 50,000 school cafeteria workers and supervisors.

The ASFSA has drafted a bill that would supply a free meal a day to all of the nation's 50,000,000 school children, with the Federal Government picking up 85 percent of the tab. School lunches now reach half the school children in the country—some free, some reduced-price, and some full-price. The Government pays about a third of the cost.

The ASFSA proposal, which includes a comprehensive program of nutritional education, would be expensive: Federal outlays, now $1 billion for school lunches, would climb to $5 billion or more. But the idea, endorsed two years ago by the White House Conference on Foods, Nutrition, and Health, is clearly gaining support.

Both houses recently held hearings on the free-lunch bill; the Senate version was introduced by former Vice President Hubert Humphrey, and it may be endorsed by Presidential hopeful George McGovern, the Senate's chief spokesman on hunger and malnutrition. Says he:

"I do not hesitate to say that in the past I have had reservations about whether or not we could afford to feed every child a lunch regardless of his family's income. The last two months of fighting the Department of Agriculture on the issue of feeding hungry children has convinced me that a new approach is necessary."

A Growing Lobby

Behind the growing interest in universal free lunches lies a growing lobby, composed of food-service workers, food-service businesses eager for a piece of the school-lunch market, some antipoverty groups, school administrators, and nutritionists. Spokesmen for these groups argue that malnutrition is found at all income levels and that good food make good citizens and good learners. Says Dr. John N. Perryman, executive director of the ASFSA: "If our nation is to be strong, our youth must be strong. Proper nutrition is a requisite."

On the other side are such prominent nutritionists as Harvard University's Jean Mayer, chairman of the 1969 White House conference on nutrition who wonders if it makes sense for Washington to spend more money on feeding school children (a projected $5 billion) than on teaching them ($3.2 billion).

The Nixon Administration, too, opposes the idea. Says assistant Agriculture Secretary Richard E. Lyng: "If the Federal Government can take over the feeding of all children, it can take over the disciplining of them too, or the teaching of moral values. What's more, we don't know enough about school lunches to know what effect they have on malnutrition. In some cases, I suspect, feeding all kids the same food could aggravate dietary problems."

Lyng, the Administration's top antihunger administrator, was the central figure in the dispute over school-lunch funds that came to a head last week. The dispute is the inevitable outgrowth of the Administration's pursuit of two opposing aims.

Two Commitments

The first is the commitment—Government-wide, with some exceptions—to hold the line on spending. The other is the commitment, proclaimed by President Nixon in May 1970, to "put an end to hunger in America's schoolrooms."

Under the school-lunch program, Washington reimburses states in two separate categories. The state receives a sum for each child served a lunch, and a much higher sum for each child who is deemed eligible, on the basis of low family income or hardship, for a "free or reduced-price" lunch. The states and local

governments also provide a share of the lunch cost, and the student, unless he is entitled to free lunches, pays the rest.

Taking the mandate to put an end to hunger at face value, states have been expanding their lunch programs at a record rate, requiring larger and larger subsidies from the Federal Government. But the Administration's proposed food budget this year was identical to last year's.

To say within the budget, Lyng in August proposed to cut the Federal subsidy per child. He recalls: "That began the whole tumultuous thing."

The "Near-Poor"

School administrators screamed, and so did the lawmakers. So Richard Lyng changed his formula. Instead of cutting the subsidy per child, he cut the number of children who could receive subsidies—by prohibiting use of Federal funds for free or reduced-price lunches for children of the "near-poor." These were 1,000,000 or more children in families with incomes above the Federal poverty ceiling of $3,940 a year for a four-member family, but still below higher, "near-poor" ceilings that had been set in 44 states.

Last week, Congress acted to restore these cuts. The Administration says it will comply, though restoring subsidies to these children will boost school-lunch costs to $800,000,000, about $220,000,000 more than it budgeted for the program this year.

But Lyng still worries about the "equity" of giving free or reduced-price lunches to children of families with incomes of up to $7,500 in Newark or $9,500 in San Francisco—the higher ceilings for those communities.

Bureaucratic "Misreading"

Nutritionist Mayer, a friendly Administration critic, attributes the whole embarrassing episode to "a tremendous misreading by some third-line bureaucrat in the OMB [Office of Management and Budget], who didn't get the message that this Administration is going to feed hungry school kids." On balance, even Democrats concede, the Nixon Administration has made impressive strides toward feeding the hungry.

Since President Nixon took office, Federal food outlays have quadrupled, from less than $1 billion to more than $4 billion a year. Food stamps or commodities now reach 14,500,000 families, double the total three years ago, and the number of pupils getting free or reduced-price lunches, 7,300,000, is conceded to be about 80 per cent of all the school-age needy.

"It's when you measure what they do against what they have pledged to do that you get into problems," maintains Barbara Bode of the Children's Foundation, a nonprofit group that serves as a private watchdog on Federal food programs.

"Caste System"

Miss Bode and other hunger fighters argue the administrators are so intent on complying with requirements to make sure no ineligibles benefit from free or reduced-price lunches that they don't devote the energy needed to extending the program to reach all the poor. Hence they are calling for a universal free system. The present system, with different subsidies for students of different incomes, is "an economic caste system," insists Senator Humphrey.

Such a universal system is now operating in the 1,700-student school district of San Diego, Texas, an interracial community of migrant workers, where 75 per cent of the population is poor. Government subsidies provide not only free lunches but also breakfasts and dinners in the school, for those who want them. Says Supt. Bryan P. Taylor:

"Our attendance has been better, we have very few discipline problems, the students have improved in their grades, our dropout rate has fallen to practically nothing, and our children are much healthier, according to a national health survey."

From modest beginnings in 1946, the school-lunch program has grown to become, in administrator Lyng's words, "the world's largest food-service operation." In food, labor, equipment, and services, he says, it adds up to a $2.5 billion-a-year business. If universal free school lunch ever becomes a reality, it will grow a lot bigger.

Senator HUBERT H. HUMPHREY,
Senator GEORGE S. MCGOVERN.

GENTLEMEN: I have three children in various stages of grade school. Every school day we make three decisions, buy or bring and 50% of the "bring" decisions result in a forgotten lunch and much wasted food, which entails borrowing from chums or teachers and in effect a double lunch cost. Also 50% of the "buy" decisions result in candy or cake or ice cream buys instead of a normal or balanced lunch. I suggest an add (per pupil only) (in schools) to the income tax and only on normal and over incomes.

In this way, the government would know that every school child in the U.S.A. (Young America) is having one decent meal a day. This should be quite an accomplishment and a satisfaction to the people of the U.S.A.

For the pennies, this would cost me, even if I paid for 20 or 30 children, I would be satisfied. With *all* of the pupils eating and *all* eating the same or geographically the same, from a fine diet plan the cost couldn't be more than .12 or .13¢ per pupil meal and @ 30 kids for 150 school days my cost of $540 per year is not much. If Uncle Sam paid 75%, my cost is $135. Right now, I spend 25¢ each day or $113 of *after tax* money.

Count me on your list of supporters, and I would be glad to make a two-minute talk for you at any local group you wish.

Very truly yours,

ROBERT J. HAMILTON.